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ABSTRACT

The history of university education in Nigeria is examined, beginning with the implementation of the Lord Eric Ashby Commission's report in 1962, which started the march towards general access to university education. Following an introduction by Idris Abdulkadir, the following papers are presented: "The Nigerian University as a Trustee of Society" (Tai Solarin); "The Emergence of State and Private Universities" (O. Oladapo); "International Co-operation in University Development" (The Delegate, European Economic Community, Nigeria Office); "Research and Its Application in Nigeria" (E. U. Emovon); "Reminiscences of the Establishment of the University of Nigeria, Nsukka" (C. Ikoku); "Student Unionism on Nigerian Universities Campuses: A Curse OR Blessing?" (Segun Okeowo); "The Politics of Administering a Nigerian University" (C. Alele-Williams); "The Financial Constraints Hindering Successful Administration of a Nigerian University" (M. Mbajiorgu); and "Historical Evolution of the National Universities Commission (The Secretariat and the Board) 1962-1988" (C. Ajayi). Contributions from the National Universities Commission Secretariat describe the functions and activities of the Administration Division, Finance Division, Academic Planning Division, Physical Planning Division, and Research and Postgraduate Development Division of the Commission. Also provided is a list of the members of the National Universities Commission from its inception through the 1980s. (JDD)

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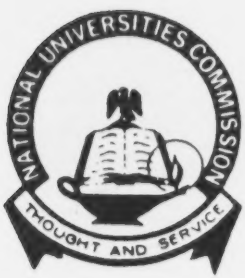

NATIONAL
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INTRODUCTION

Idris A. Abdulkadir Ph.D
Executive Secretary

1962 has now gone in the history of post-secondary education in general and University Education in particular, as the year which marked the end as well as the beginning. It marked the end of the colonial, highly restricted access of University Education in the country. The establishment of University of Nigeria at Nsukka in 1960 marked the beginning of our breaking away from this restriction. The implementation of Lord Eric Ashby Commission's report in 1962 started our march towards general access to university education. The Commission's report has today left such a permanent indelible mark on the development of higher education in the country that I feel it worthwhile to re-echo, on an occassion such as this, the names of the indeed wisemen of the commission, *least we forget*. The Chairman is now Lord Eric Ashby, retired as distinguished scholar, educator and administrator who now resides in London. Other members of the commission, (though some are now deceased; May their souls rest in peace Amen) included distinguished scholars from Nigeria, Britain and United State of America. The Nigeria membership comprised of Sir Kashim Ibrahim, Waziri of Borno, Prof. Kenneth Onwuka Dike, and Professor Sanya Onabamiro. The British membership in addition to the chairman, included Sir John Lockwood, former Vice-Chancellor, University of London and Dr. G.E. Watts, then the Principal of Brighton Technical College. The American membership on the commission was made up of Professor Frank Keppel then from Harvard University, Dr. H.W. Hannah then from University of Illinois and Professor R.G. Gustavson then from the University of Arizona. It is hard to mix with a formidable team such as Lord Eric Ashby had to work with.

The Silver Jubilee Convocation ceremony at Ahmadu Bello University Zaria on Saturday January 23, 1988 marked the end of the series of Silver Jubilee Celebrations for the first generation universities now nicknamed "Ashby Babies." For, in 1962, the existing University College Ibadan became a full-fledged university and the regional universities at Zaria and Ife were created with the Federal Government itself creating the full metropolitan University of Lagos. Federal Government also accepted the Ashby Commission recommendation to establish what is now known as the National Universities Commission (NUC). This was supposed to advise government on among other things the planning of a balanced and coordinated development of the universities to meet national needs, to advise government on financial needs of the universities and distribute such funds to the universities when made available to them by government. Such other functions as receiving, collating analysing and storing data from universities for use in advising government and planning, advising government on creating new universities, advising on condition of service of university staff, advising on setting up of visitation panels to universities and so on, were later added when the commission became statutory in 1974. Later on in 1985, the responsibility of setting up minimum academic standards for all academic programmes being taught in all Nigerian universities as well as the power of accreditation of such programmes in Nigerian universities were added to the func-

tions of the National Universities Commission.

The setting up of the administrative NUC in 1962 as a department in the Cabinet Office represented the start in the attempt to develop a centrally cordinated manpower production and research development at University level in the country. No doubt this was received with, to say the least, mixed feelings by the then operators of the strongly regional universities.

The driving force behind this central coordination was the recognition that in Nigeria, universities would have to play a much wider role in national development beyond that of teaching, research and community service. The Ashby Commission dealt with the issue of university development in Nigeria in a comprehensive manner; recognizing the cultural, political, economic and even religious developmental roles they would have to play.

The centralizing of the then existing regional universities, the creation of seven more universities with a balanced distribution, the creation of statutory NUC, the creation of Joint Admissions and Matriculation Board (JAMB) were events which though took place between 1972 and 1977, during three successive military administrations and three heads of state clearly demonstrated that, though they happend over a five-year period under different leaderships, there existed a common conviction that it was only through centrally controlled universities development, that the universities could be made to fully play the other vital national role of promoting national unity, peace, progress and development. Though some believed that and may be still do, that this centralization phenomena was "handiwork" of the military regimes, evidence now abounds which shows clearly that this tendency had started as early as 1962. In addition to formation of administrative NUC, the committee of vice-chancellors, a non-statutory body was also formed in December of that year. This committee first muted the idea of a common entrance examination board for the universities; an idea which materialized in 1977 with the creation of JAMB. After the civil war the issue of national unity, peace, progress and development were paramount in the nation's post-war pursuits and the university system was seen as one of the instruments for fostering these.

The decision to create a federal university in every state during the Second Republic, though in part, politically motivated gave an opportunity to all parts of the country for access to university education. In doing so however, it stipulated that each of these universities, while giving due recognition to the immediate environment of their locations should also reflect federal character in their admission exercises. This move was to ensure that the universities now widely distributed throughout the country would play the vital role of instruments for national unity. In 1984 due to economic constraints, four of the universities were converted to campuses but as of January 1988, their full universities status was restored. In addition, a Federal Capital Territory University at Abuja was also created. There is no doubt that the federal government has taken a bold and courageous decision in this direction which only history can bear it out. Critics argue that under the circumstances we do not need thirty universities in this country. This is true if we view the development of universities, as being pursued today, from purely the economics of it. Even then, it is cheaper to start a university today than would be twenty-five years from now. Clearly the value and purpose of universities in this country transcend economic considerations. Ours is a complex nation characterised by increasing uncertainty and volatility. It is also one in which impact of events is rapidly felt easily from one part of the country to another. The university system is not insulated from this phenomena. Rather, it is essential to develop attitudes, practices and processes which are positive in their response to change to and which are able to benefit on the opportunities that the change presents. Our ability to deal effectively and equitably with change occurring nationally and even internationally will depend in part on developments in our national university system. Give me an educated and a united Nigeria anytime, job opportunities notwithstanding!

The twenty-five years hence, have seen the university system grow in number and size as measured by student enrolment, number of academic programs, number of staff and physical size of the campuses. The system has also come of age. With thirty federal and state-owned universities as of January 1988, and over 130,000 student enrolment, the system, if it were human would now be a young adult with very eventful childhood. It had been caught in dramatic and sometimes turbulent events which sometimes threatened national peace but never national unity. The system has gone through very rapid periods of expansion, subjected to constitutional and political perturbations and sometimes had come to brink of being drawned in its own sea of inconsistencies. It had been faced with serious challenges in its life time, but so far none threatened its very foundation than the creation of twenty-four privates universities within a few years. Hitherto, the most consistent feature of the Nigerian University System had been the quality of graduates being produced. They had been as good as any around the world and the curricula were largely relevant to the national needs. The creation of mushroom private universities nearly changed all that. It took a military intervention to put that to rest and set the machinery, by way of promulgating Decree No. 16 of 1985 on academic standards, to ensure that even if private universities return to the scene at a later date, quality in all in its ramifications will be maintained in the system.

As we celebrate this Silver Jubilee we cannot afford to forget our international friends and indeed we must thank them for their continuous contribution to all facets of our universities' development. Their contributions have so far being very commendable. Universities being what they are, must all be kept alive through among other things international links to ensure benefiting from current knowledge and prevent academic decay. I therefore take this opportunity to express our sincere gratitude for all their contributions and invite them as well those not so active in this regard to shift gears to a higher level of cooperation and mutual benefits during the next twenty-five years and beyond.

It is against this background that this Silver Jubilee publication for NUC has been planned to mark the fact that we have managed to come a long way virtually intact. It is also time to take stock of the journey so far and plan for the future. The fundamental issues confronting the system today are primarily development, expansion in size, quality of output of products of teaching, research and community service. In addition the system will have to contend itself with the pursuit of answers and solutions to politico-socio-economic problems facing the nation as well as those peculiar to it. For instance the system is yet to fully settle the issues of full access to university education, setting conditions necessary for tranquility on our campuses, evolving a formula as well as ways and means of ensuring an adequate and stable funding system for the universities and the art and science of coping with the stress imposed on the system by numbers while at the same time maintaining quality of output.

The relationship between the system, the society and government of the day also would require a continous reappraisal until one day, an ideal state of dynamic equilibrium is attained. In this regard the most vexing issue confronting the universities around the world, and Nigerian universities in particular is that of accountability. Accountability in the university system around the world is nothing new but the incessant demand for it now by both the government and the societies sponsoring them is relatively a new innovation. It is however a healthy development worthy of being pursued. Universities must be accountable to the government and the societies within which they are located. This accountability entails not only financial accountability, but including accounting for the quantity and quality of their graduates in terms of standards and relevance, accounting for their research output and accounting for their contribution to community development. In Nigeria it also includes accounting for their role in fostering national unity, peace and development. Here I must mention that despite all the attending problems, NUC has been receiving considerable cooperation from the universities in terms of response

to the demands for accountability. It must however be appreciated that establishing that habit of full accountability is a process and consequently takes time to develop and Nigerian governments and society must therefore exercise patience and understanding. The universities are responding fairly-well.

To further examine all these and many more issues, there is a line up of very distinguished and informed writers who have very graciously accepted to contribute to the publication which has been scheduled as part of the jubilee celebration. I can not think of a better way to start this publication than to start with the specially invited paper written by Professor Jibril Aminu, Honourable Minister of Education, the first NUC executive secretary, and a one time vice-chancellor, University of Maiduguri and a distinguished alumini of University of Ibadan, College of Medicine. He has seen and been through it all. Therefore, surely personal experiences from any one with such a background in the development of the university system in this country are ordinarily bound to be rich, how much more if they are coming from Professor Jibril Aminu.

Discussion in the next paper centres on the issue of the Nigeria university system as a trustee of society. Dr. Tai Solarin, a very well-known social critic has done justice to the topic. Mr. Micheal S. Angulu the first Registrar, JAMB has attempted to answer the question as to whether or not the critics against the setting up of JAMB were right in their assertions. We have also not forgotten about the internal and external politics and intricacies which are involved in the administration of our universities. I am sure you will agree with me that Professor Grace Alele-Williams, vice-chancellor, University of Benin is most aptly qualified to write on that. You will also read the student and staff views on the affairs of university administration vis-a-vis the various unions and campuses.

This write-up is informative and positive in its approach. Read on.

LAGOS, 1988

MEMBERSHIP OF NUC AT THE BEGINNING

1962-1966

1. Mallam Mohammadu Tukur, O.B.E. Emir of Yauri (Chairman).
2. Alvan Ikoku Esq., O.B.E. President, Nigerian Union of Teachers.
3. E.E. Esua Esq. O.B.E., Secretary, Nigerian Union of Teachers.
4. S.O. Wey Esq. Secretary of the Prime Minister.
5. E.A. Osindero Esq. Chairman, Federal Board of Internal Revenue.
6. Alhaji Abdulraman Okene, O.B.E., Provincial Secretary, Sokoto.
7. Alhaji Abdu-Gusau, M.B.E., President, Eng., Sokoto.
8. Dr. the Hon. S.E. Imoke, Minister of Education, Eastern Nigeria.
9. J.O. Udoji Esq., C.M.G. — Chief Secretary to the Premier, Eastern Nigeria.
10. C.O. Komolafe, Esq., Ex. Director, N.D.C., Ibadan.
11. Okoi Arikpo Esq., Secretary N.U.C.
12. Sir Eric Ashby, Master of Clare College, Cambridge (Honourable Adviser).

1967—1975

There was an interim NUC which was headed by Chief Rotimi Williams Q.C. which did most of the ground work that led to the creation of the statutory NUC which came into being on 10th July 1975.

MEMBERS OF THE NATIONAL UNIVERSITIES COMMISSION (1975-1979)

1.	Chief S.O. Adebo	— Chairman
2.	Dr. Jibril Aminu	— Executive Secretary
*3.	His Highness, Alhaji Sanda Ndayako	— Etsu Nupe
*4.	Reverend C.O. Ilogu	— University of Nigeria, Nsukka
*5.	Professor I. Ndika	— University of Benin
6.	Professor S.A. Aluko	— University of Ife
7.	Professor S.O. Olayide	— University of Ibadan
8.	Professor I.O. Oladapo	— University of Lagos
9.	Professor Umaru Shehu	— Ahmadu Bello University, Zaria
10.	Brigadier T.B. Ogundeko	— Nigerian Army Education Corps
11.	Mr. I. Yazidu	— Chairman, O.F.N. Lagos
12.	Alhaji Mamman Daura	— United Nigeria Textiles Ltd., Kaduna
13.	Mr. P.A. Ogwuma	— U.B.A. Head Office, Lagos
14.	Mrs. M.T. Bello	— Ministry of Education, Kano
15.	Mr. M.F. Ateli	— College of Science and Technology, Port Harcourt
16.	The Permanent Secretary	— Federal Ministry of Econ. Development
17.	The Permanent Secretary	— Federal Ministry of Finance
18.	The Permanent Secretary	— Federal Ministry of Education
19.	Mr. S.A. Musa	— Permanent Secretary, Federal Ministry of Health

*ceased to be Members of the National Universities Commission replaced by the following:

His Highness Alhaji Shehu Idris	— Emir of Zaria
Professor M. Achufusi	— University of Nigeria, Nsukka
Professor E.U. Emovon	— University of Benin

MEMBERSHIP OF THE NATIONAL UNIVERSITIES COMMISSION AS AT 30TH APRIL, 1979

1.	Mr. Justice M. Balonwu	Chairman
2.	Dr. Jibril Aminu,	Executive Secretary
3.	His Highness, Alhaji Shehu Idris, Emir of Zaira, Emir's Palace, Zaira.	Member
4.	Mrs. M.I. Bello, Ministry of Education, Kano.	Member
5.	Professor S.A. Aluko, Department of Economics, University of Ife, Ile-Ife.	Member

6.	Mrs. M.I. Ateli, College of Science and Technology, Port Harcourt.	Member
7.	Professor S.O. Olayide, Department of Agricultural Economics, University of Ibadan, Ibadan.	Member
8.	Professor E.U. Emovon, University of Benin, Benin City.	Member
9.	Professor M. Achufusi, University of Nigeria, Nsukka.	Member
10.	Professor I. Oladapo, University of Lagos, Lagos.	Member
11.	Professor Umaru Shehu, Ahmadu Bello University, Zaria.	Member
12.	Brigadier T.B. Ogundeko, Director of Army Education, Ann Barracks, Yaba, Lagos.	Member
13.	Dr. Imrana Yazidu, Chairman, Committee on Operation Feed the Nation.	Member
14.	Alhaji Mamman Daura, United Nigeria Textiles Ltd., Kaduna.	Member
15.	Mrs. Y. Hollway, for The Permanent Secretary, Federal Ministry of Education Lagos.	Member
16.	Alhaji Shehu Musa, The Permanent Secretary, Federal Ministry of Health, Broad Street, Lagos.	Member
17.	Mr. T.O. Ilugbuhi, for The Permanent Secretary, Federal Ministry of Economic Development, National Manpower Board, Federal Government Secretariat, Ikoyi, Lagos.	Member
18.	Mr. Effiong (Dr. Adeosun, for The Permanent Secretary, Federal Ministry of Finance, Federal Government Secretariat, Ikoyi, Lagos.	Member
19.	Mr. P.A. Ogwuma, U.B.A. Head Office, Broad Street, Lagos.	Member

MEMBERSHIP OF THE NATIONAL UNIVERSITIES COMMISSION FROM APRIL 1979-JUNE 1982

1.	Justice M.O. Balonwu	Chairman	
2.	*Professor Jibril Aminu	Executive Secretary	(to Sept., 1979
	Dr. A.I. Gnobadia	Ag. Exec. Secretary	(till, Aug., 1981)
	Alhaji Yahya Aliyu	Executive Secretary	(from Aug. 1981)
3.	His Highness, Alhaji Shehu Idris, Emir of Zaria.	Member	
4.	Alhaji Baba Duna, Managing Director, Bank of the North.	Member	
5.	Dr. E.U. Essien, Managing Director, Gurado Clinic, Ikot Ekpene.	Member	
6.	Mr. Suru Akale, Legal Practitioner, c/o P.O. Box 26, Benin City.	Member	
7.	Mrs. Y.A. Omololu, Proprietor and Headmistress, Adrao International School, Victoria, Island, Lagos.	Member	
8.	Brigadier T.B. Ogundeko Director, Army Education Corps, Ann Barracks, Yaba (withdrew in 1979)	Member	
9.	Dr. B. Bajoga, Faculty of Engineering, Ahmadu Bello University, Zaria.	Member	
10.	Professor S.B. Essang, Faculty of Social Sciences, University of Calabar, (replaced by	Member	(to Dec. 1979)
	Professor P.F. Ollawa, Department of Political Science, University of Calabar after S.M. Essang became Federal Minister).	Member	from Dec. 1979
11.	Professor M.O. Ojo, Faculty of Veterinary Sciences, University of Ibadan.		
12.	Professor Ethelbet Chukwu, Faculty of Basic Sciences, University of Jos, (withdrew on his appointment as Vice-Chanellor, Federal University of Technology, Yola in October, 1981).		
13.	Professor E.A. Ilebute, Faculty of Medicine,	(Retired in December, 1981	

14. University of Lagos Professor D.E. Ekpeta, Faculty of Agriculture, University of Nigeria, Nsukka. (replaced by Professor M.Q. Ijere, Faculty of Agriculture Extention, University of Nigeria, Nsukka, after D.M. Ekpeta became Commissioner)
15. Dr. A. Gwandu, Faculty of Humanities, University of Sokoto.
16. Mr. J.D. Edozien (Assistant Director, Representing the Permanent Secretary, Federal Ministry of Economic Development.
17. Mr. E.O. Omoyele, Permanent Secretary, Federal Ministry of Health. (replaced by Dr. D.A.A. Dada).
18. Alhaji Shehu Musa, Permanent Secretary, Federal Ministry of of Finance. (replaced by Mr. A.O. Fadaka on his appointment as Secretary to the Federal Government).
19. Mrs. Y.I. Holloway (Assistant Director), Representing the Permanent Secretary, Federal Ministry of Education.

MEMBERS OF THE COMMISSION 1983-86

1.	Dr. Liman Ciróma (CFR)	— Chairman, 4, Kabala Close, Kaduna
2.	Alhaji Yahya Aliyu	— Executive Secretary
3.	His Highness Alhaji Bilyman Usman	— Chief of Dass, Bauchi State
4.	Mr. Jude Emechete	— P.O. Box 157, Owerri
5.	Mrs. S.A. Adoba	— P.O. Box 1156, Makurdi
6.	Alhaji Bala Abdullahi Funtua	— P.O. Box 149, Funtua, Kaduna State
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8.	Mr.G.E. Osarogiagbon	— P.O. Box 419, Benin City
9.	Prof. S.A. Sanni	— University of Ife
10.	Prof. O. Awobuluyi	— University of Ilorin
11.	Prof. J.Y. Yayock	— Ahmadu Bello University, Zaria
12.	Prof. J.N.C. Maduewesi	— University of Nigeria, Nsukka
13.	Prof. O. Akande	— University of Ibadan
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15.	Prof. Claude Ake	— University of Port Harcourt
16.	Alhaji Yahaya Hamza	— Representing, Permanent Secretary, Federal Ministry of Education
17.	Miss. T.E. Deinsah	— Representing Permanent Secretary, Federal Ministry of Finance
18.	Mr. A. Olasebinkan/ Mr. C. Osai	— Representing, Permanent Secretary, Federal Ministry of National Planning
19.	Dr. B.A. Dada	— Representing, Permanent Secretary, Federal Ministry of Health

PRESENT MEMBERSHIP OF THE NATIONAL UNIVERSITIES COMMISSION

1.	Professor E.U. Essien-Udom	— Chairman
2.	Professor Idris A. Abdulkadir	— Executive Secretary
3.	Alhaji Shehu Abubakar	— Emir of Gombe, Bauchi, State
4.	Late Professor D. Osori (replace by Prof. Y. O. Aliu, of A.B.U., Zaria	— Deputy Vice Chancellor, University of Sokoto
5.	Professor C.O.G. Obah	— Federal University of Technology, Owerri
6.	Professor N.O. Adedipe	— University of Ibadan
7.	Dr. Dahiru Yahya	— Bayero University, Kano
8.	Professor Fabian Udekwu	— University of Nigeria, Nsukka
9.	Professor N.O. Alao	— University of Lagos
10.	Professor E.A. Enyenihi	— University of Calabar
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13.	C.C. Ossai	— Ministry of National Planning
14.	Dr. B.A.A. Dada	— Federal Ministry of Health
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16.	Alhaji Bashiru Tukur	— U.B.A. Headquarters, Lagos
17.	Alhaji Turi Muhammadu	— Area Manager, UTC, Kaduna
17.	Mr. F.A. Agama	— 97, Aba Road, Port Harcourt
18.	Alhaji Haliru Gwandu	— University of Sokoto

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No.	NAME	POST	DATE
1.	Dr. O. Arikpo	Secretary	1962-1967
2.	Mr. S.S. Waniko	Interim Secretary	1967-1975
3.	Mr. A. Obeya	Interim Secretary	1967-1975
4.	Mallam W. Abdu	Interim Secretary	1967-1975
5.	**Dr. Jibril Aminu**	Executive Secretary	1975-1979
6.	Dr. Abel I. Guobadia	Acting Executive Secretary	1979-1981
7.	Alhaji Yahya Aliyu	Executive Secretary	1981-1986
8.	Mr. A.I. Yussuf	Director of Administration	1975-1982 and March-Nov., 1984
9.	Mr. Uthman Ekhar	Financial Controller	1975-1980
10.	Mr. M. Adeyeye	Acting Director of Finance	1980-1982
11.	Mr. Alan Harding Mayhew	Building Adviser	1975-1979
12.	Dr. A.I. Guobadia	Director of Academic Planning	1976-1983
13.	Dr. Benoni Briggs	Acting Director of Planning	1979-1981
14.	+ Prof. B.J. Dudley	Director, London Office	1978-1981
15.	Mr. B.O. Rotimi	Director, Washington D.C. Office, Director, Ottawa Office	1978-1979 1979-1981
16.	Dr. A.O. Oshuntokun	Ottawa Office, Washington D.C. Office	1978-1979 1979-1982
17.	Prof. M. Aganrinsi	Director, Washington D.C. Office	1982-1987
18.	Mr. A.G. Muktar	Director, London Office	1981-1984
19.	Mr. E.J. Akpan	Acting Director, Ottawa Office	1982-1984
20.	Mr. M.K.A. Ibrahim	Director, Cairo Office	1978-1983
21.	Mr M.T. Usman	Ag. Director, Cairo Office	Jan.-Dec. 1984
22.	Mrs. E.C. Achukwu	Ag. Director of Administration	1982-1984
23.	Alhaji H.G. Fruhu	Director of Administration	1984-1986
24.	Dr. A.U. Kadiri	Ag. Director of Academic Planning	1983-1984
25.	Mr. M.T. Usman	Director of Administration	1986-1987
26.	Alhaji U.B. Kubau	Ag. Director of Physical Planning	1985-1987

+ Died on 23rd December, 1980

PRESENT PRINCIPAL OFFICERS OF THE NATIONAL UNIVERSITIES COMMISSION

1.	Prof. Idris A. Abdulkadir	Executive Secretary	
2.	Dr. A.U. Kadiri	Director of Administration	
3.	Mr. F.S. Sotimirin	Director of Finance	
4.	Prof. Akin Akindoyeni	Director of Physical Planning	
5.	Mr. O. Osasona	Ag. Director of Academic Planning	
6.	Dr. A.U. Kadiri	Ag. Director of Research and Postgraduate Development	
7.	Mr. A.I. Yussuf	Education Attache, London Office	
8.	Prof. F. Obiechina	Education Attache, Washington Office	

THE NIGERIAN UNIVERSITY AS A TRUSTEE OF A SOCIETY...?

By Tai Solarin

"A trustee," according to Webster's New Twentieth Century Dictionary, (1) "is a person to whom another's property or the management of another's property is entrusted;" or (2) "any of a group or board of persons appointed to manage the affairs of a college, hospital, etc."

For our consideration, trustee as defined under (1) above is the more appropriate. And we must remember that Nigerians are collectively referred to as society. So, in our case, the Nigerian university, if it is to faithfully discharge its duty is to take dictation from the corporate body, the society, in its service as trustee to the nation.

It is in this respect that we have looked at our university and have found that it had not, in truth, proved a trustee to our society.

In the Institute of Education, Malet Street, London University, I listened, in 1951 to one of the professors define to the large lecture hall the purpose of education as held by Germany, France, the Soviet Union, the United States of America, and lastly, by Britain.

Broadly, I agreed with what he had to say about these other countries. It was his submission for Britain that was most repellent to me. Education, he said, was given in Britain for its own sake. Individuals were educated in Britain so that every one could make the most of what he has acquired. Education was for the personal benefit of the person being educated.

It was on reflection that I was able to see that there was plenty of truth in the definition. Back home in Nigeria, I had listened to cooks and stewards of A.D.O.'s, D.O.'s and Residents tell the stories of what it was like living with these representatives of British Monarchy in the different outposts of the old British Empire.

Some of the cooks and stewards had told me stories of hearing their masters chuckle to themselves as they read in the evening some of their favourite classics. They had heard some of the masters burst into laughter and laugh away on occasions of such readings. New cooks and stewards had rushed to the living rooms or bedrooms of such masters, thinking that they, the house helps, were being called, but only to find that the masters did not hear the knocking at the doors or entry of these anxious assistants. These classical masters lived in a world of their own, totally insulated even against the physical invasions of domestic intrusions.

That, I think, is the quintessence of education for the exclusive use of the educated. If everybody in the society is educated along that line, everybody will be self contained and the citizens will be hardly on talking terms, everybody being, like the inhabitant of a cocoon, in a world of his own.

That was English education. It was an education centred, not on the society, but on the individual. In educating anybody else, therefore, the only thing the British did was to repeat overseas what they did at home for themselves. And that was fair enough. Whether the school being founded was government or voluntary agency's, fee was charged. In the government institutions, the fees were small, but they were, all the same, necessarily charged, if only to let the recipient acknowledge the fact that a special favour was being done him.

The conclusion derivable from the analysis given above is that at no time was the Nigerian primary school built for the benefit of the society. The same was, and is, true of the secondary school. The same was, and is, true of the university.

That is why, for this exercise, the topic of this paper — The Nigerian University as a Trustee of Society — has been modified by a comma, to read — The Nigerian University as a Trustee of Society?

It is pertinent to give a few examples to

establish the truism of this modification. There was an education law enacted by the British whilst they held suzerainty over what is this federation today. The law compelled anybody who assembled any ten children together to educate to obtain a licence to do so. Failure to obtain that licence exposed the smart Alec of a proprietor to a term of imprisonment. The law gave no exceptions. Even if the ten children belonged to the same educated man who suddenly wanted to get them educated, he still needed to obtain a licence. It must be noted that if the man did not feel like educating any of the children and preferred to leave them stark illiterates he committed no offence!

That law enacted for the pleasure of the British is still there with us today — for the pleasure, today, of any indigenous government, military or civilian, both of whom had used it for 27 unbroken years of our ambivalent self-government. If the Nigerian education in the primary, in the secondary, and, ultimately in the university had been accepted as the shaper or the moulder, or to use our significant word, Trustee of Society, at no time had any Nigerian beneficiary been so officially told.

This truth is borne out until yesterday, that is, until of late, when a university degree became an obsolescent focus.

Take, for example, the case of a young man who entered into the university in 1960 to do history. He was aware of the fact that three subjects at the advanced level were necessary, and he chose his three — history, geography and religious knowledge.

The first question one would like to ask is, "how did our young man make up his mind in making the choice to study history?

Certainly, it was not because it was good for Nigeria or that the schools were in short supply of history teachers. He opted for history because that was the course he knew best and could take a university degree in.

I submit that three quarters of the young men and women who went to the University College of Ibadan, and did degrees in arts subjects offered RK (or B.K.) as a supporting subject for entry. Of those who went for classical subjects, at least 95% of them offered Latin. Could we in our sober moments suggest that they did so because the society needed Latin for its catapulsion into the 21st century? We would be wrong to do so. Those who offered Latin did so because they found they could make good degrees in that dead language, notwithstanding the fact that Nigeria needed Latin scholars least in the line-out of national priorities. They had gone to the university to get a classical degree to financially lubricate their lives, damning whatever injustice was thereby done to Nigeria.

The famous high school in Ogun State taught not only Latin but Greek for the school certificate in 1957. It is not poor students that perform well in these inconsequential subjects — inconsequential for our preparation for entry into the highly technical era of the 21st century — but the very able students who, with their talents stolen to cope with Latin and Greek, are lost to technological studies and the benefit of Nigeria.

The Nigerian university is not a trustee of our society, and has never, in fact, dangled the illusion of being one.

Professor Sam Aluko told me about one of our universities in the sixties graduating young men in agric science, but that all the practical agric courses run by the university were carried out in the university laboratories!

Early in the 70s, we acquired the services of a science agric graduate to teach the subject to our boys and girls offering it in their School Certificate Examination. The students, worried to death that they were not getting any practical work done as they used to do when they were being taught by an Akure Agric School product, asked me if I would talk to their agric science graduate teacher. He told me he only accepted the appointment to get our students pass the School Cert agric science; he had not taken the job to lead them to the bush to make farmers out of them!

I ate my pride. I did not sack him, for he was, indeed, good in theory, and I returned the Akure agric graduate teacher to supply the practical side which our "over-educated" science graduate eacher flatly declined to handle.

Our young agric graduate went to the university to serve himself. He did not go there to satisfy the need of our society. He or the university that produced him was anything but a Trustee of our society.

In 1979, I visited China. What we found in the new country was a replica of what was happening in the Soviet Union. You couldn't just make up your mind what course you were going to take in the university. You could only pick from the list the university had offered which was the same list as the nation had prepared for all would-be undergraduates for the session you were entering. In other words, the undergraduate went to the university to go through a course the country needed.

What was more astounding was that every student was ready to go and serve anywhere in the vast country. A young university graduate from Peking could be posted to anywhere in the west near the Soviet border, or to deep south near Canton.

Apart from that, the China university graduate's education is versatile. I asked from almost every undergraduate we met in the university what he (or she) hoped to do. He told his discipline and where he would love to work if he could choose. But he would be ready to go anywhere in the republic to work. Suppose, I always asked, you were not going to be given the freedom to choose his special subject. He was sure he would do very well in one or the other of the alternative jobs.

We do recognize the fact that we are working on a social system that is different from that of the Soviet Union or China. But even in the United States, capitalistic as it is, the students enter into universities, keeping an eye on the market in which they are going to sell their profession.

Nigeria undergraduates entered into the universities in 1984 with the same naivity and narrow-mindedness as those who entered into the University College, Ibadan, in 1948. They entered into the university to take degrees that charmed them. If there were some, they must be very few, who gave a thought to what Nigerian needs were.

Compare this situation with the Soviet Union University when, on getting into the foyer of any of the tertiary institutions, a prospective undergraduate had (and has) to go through a maze of available courses for the academic year. If a very good student of history wants to take a degree in it, but on reaching the university after his mind — which, in any case must be nearest to his home to save costs — finds that history is not on for that year, he just cannot offer history. After he has gone through he then opts for his next best subject — if available. You simply cannot offer a degree subject that is not coming up that session.

What happens is that there is a liaison between the university and every institution of higher learning as to what courses to be available for the session, which courses are directly dictated by the need of the Soviet Union.

In that same 1951 session I have already referred to in London University, Professor Nicholas Hans, a Russian, lecturer in Comparative Education in King's College, told a story about the Soviet Union. Between 1918 and the next ten years Russia declared a war on technology. The country went all out for technology at the expense of anything else of lesser significance to the country. Russia stopped the teaching of history in the tertiary institutions. When the time ultimately came and the nation felt satisfied with its advance in technology as compared with the west whose trouncing the Soviet Union feared, it decided to go back to the teaching of history, only to find out that teachers of history had all been bred out and so new generations of history teachers had to be raised.

The same thing happened in the United States during World War II. When there was the drive towards the manufacture of the atomic bombs, American scientists were asked by the US government to turn the heat on, and physicists were produced in large numbers at the expense of chemists. Shortly afterwards, the nation's attention was turned to chemistry, and this new need was relayed to the university.

These countries could perform these feats because the nation's scientists were obliged to their countries for making them instruments of the societal change; most of these scientists were educated free, the states paying all the fees.

During the first ten years of the existence of our first university, agriculture was not taught, even though anybody could have thought it should have been the first subject on the curriculum. Between 1948 and for almost ten years later, medicine did not appear in the curriculum of our premier university, the University College of Ibadan, when anybody could have expected medicine to be the second faculty.

What then were the subjects that glowed on the curriculum of the first university?

English Language and Literature
Latin and Greek
Religious Studies

For the faculty of religious studies, there was a full fledged professor, two assistant professors and several lecturers, even though there were then no more than three undergraduates!

At this point in time there was no faculty of law or commerce or economics, three courses that some three-quarters of Nigerian students went out to UK to study those days. In the face of these revelations, will it not be somewhat strange to think of our university being a trustee of our society?

The role of Fees. The University of Ibadan which eventually ripened, almost like bananas, to the full fledged university that it is today, is not in the position to tell us how many potential eminent academicians and scientists it lost because such students could not pay their fees. Ibadan university or any of the others that today number 26, can put up a strong case to tell the world how much had been done to correct the basic injustice that the cankerworm of universal poverty had done to the undergraduate society. All we have to remember is that no matter how benevolent a few individuals are in doling out scholarships, they will never prevent some great scientist or academic genius escaping through the scholarship sieve, particularly when there are always men and women in strategic posts in the labyrinth, capable of manipulating the social sieve.

During the past few years I have been shaken by the number of young people, women and men, who came to me on their bended knees to get introduced to Alhaji M.K.O. Abiola for financial help to go to institutions of higher learning. If I should speak on behalf of only 1% of them, Alhaji Abiola would hate the sight of me or of any letter from me.

Looking at Abiola through my personal binoculars, I am convinced he has done more in paying for the education of individuals than has done any other Nigerian, living or dead. But Abiola's wealth, no matter how much it is, can only be dwarfed by that of Nigeria. Alhaji Abiola will never therefore be in the position to play more than a small role in getting Nigerians educated. As far as Abiola is concerned, when all he can possibly do will have been done, the educationally hungry souls of many Nigerians will be hungry still.

The very fact that it is not the philosophy of Nigeria to equip, gratis, every child with education makes it very difficult for many Nigerians to be dedicated at work. Why do they have to be dedicated in their services to a country to which they owe no allegiance? It is generally believed that most Nigerian civil servants are malingerers. As many as could get away with no work spend more energy to keep their hands atrophied than they require to do the work itself. If the country of their birth has no hand in getting them educated, why should they show consideration in giving their hard-earned professional know-how in the service of such a country?

When one comes across an exception to the general run of affairs, it could be very consoling. A young NYSC dentist in Gongola State was posted to the capital's dental clinic where he was kept busy with work. A routine transfer scheme came up and the young man got posted to a distant outpost where there was hardly anything to do. For compensation, however, the young man found himself occupying a mansion for "Quarters." In Yola he had next to nothing for accommodation. He was thoroughly shocked finding himself living in downright sinecurism, and he complained to the headquarters.

The reaction shocked him. Did he not like his accommodation better than the barebones he had in the headquarters? The young man reacted — he would rather be where there was work than remain in indolence.

He got transferred back to where the work was but, this time he had to look for his own accommodation!

This is a case of a converted individual becoming a trustee of our society.

Five hundred years ago, Martin Luther said, "the prosperity of a country depends, not on the abundance of its revenue, nor on the strength of its fortifications, nor on the beauty of its public buildings: but it consists on the number of its cultivated citizens, in its men of education, enlightenment and character."

It is not enough for Nigeria to build classrooms and laboratories and point them out to Nigerians, "this is your university." It is the duty of Nigeria to fill this university with eligible undergraduates who, being sponsored by the nation, know that they owe a duty to the nation. The university then truly assuming the trusteeship of the nation will share its fortunes and misfortunes with the ever restless streams of graduates emerging from its portals. Not until then can our university present itself as the society's trustee.

Our university as it is today, is a bee without a sting. It is under-exposed, under-developed, under-fixed — to use photographic terms. It is under-staffed, ill-equipped and incapable of carrying out researches that give any university its stamp of significance.

I still remember Professor Babs Fafunwa bemoaning his lot at the University of Calabar last year. Since he assumed his post, he cried, not a kobo had come in to lubricate research

work!

In the meantime, we continue to go on a spree of tinsel programmes. Even in this corrective regime, one of our military governors is building, right now a ₦15,000 chapel for his personal use to insulate him against the invasion of praise singers and sycophants in town churches. Could he not have chosen a corner of his official residence and use it to worship God who, we are told, is everywhere?

Also, our Military Governor, Lagos State has just earmarked a not-very-insignificant sum of ₦25,000,000.00 for the building of a State House. Two other state houses — one of which His Excellency occupies right now — are extant. And ours is a republic, not a monarchy.

We have to sit down and re-schedule our priorities, starting, if we are being realistic, with establishing our university as the nation's conscience, the nation's trustee.

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"THE EMERGENCE OF STATE AND PRIVATE UNIVERSITIES"

BY
PROFESSOR I.O. OLADAPO, FAS
VICE-CHANCELLOR
ONDO STATE UNIVERSITY
ADO-EKITI

INTRODUCTION

THE idea of state or regional universities is not a new or recent affair in Nigeria. Regional as distinct from federal universities were established immediately after independence in the early 1960's. The main motivation for the regional universities was nationalism and the first set of regional universities was tied up with the sense of destiny and personal commitment of our post colonial political leadership.

The vast expansion in student members, particularly those leaving the secondary school during the period 1970 to 1980 made it necessary to find or create various outlets for the products of the nation's Secondary School System. This was a major factor in the establishment of state and private universities. Education has been recognised as a vital instrument for social and economic development of the country. This crucial role was given recognition in the country's 1979 Constitution and is borne out not only in terms of policy pronouncements and financial allocations of the federal and state governments to the education sector but also by the unprecedented awareness and demand for education by the generality of Nigerians. This is perhaps another factor which led various state governments into taking advantage of their constitutional rights to establish universities during the period 1981-1983. One interesting point is that irrespective of their party political colouration, all the southern states during the Second Republic felt a strong urge to establish a state university. Today there are eight state universities in the country whose growth and development, I believe, will be most fascinating and most rewarding feature of university education in Nigeria in the years ahead.

NATIONAL EDUCATION PHILOSOPHY

To understand our present situation, it may be useful to take a cursory glance at the history and development of higher education in Nigeria.

The structure of our education system has been based largely on training the elite. Basically education in colonial times was designed to meet the needs of the missionaries and the colonial administration. Political activities in the early 1950s challenged this concept of elite education for several reasons. The Nigerian leaders felt that the backwardness of the country was due to inadequate education, particularly at the higher levels, they therefore regarded education as a necessary weapon in the fight for independence and a means of mobilising the masses against the colonial power. The Nigerian political leaders also recognised that university education was an essential instrument for awakening national consciousness and for achieving national development.

Secondly, the demand for political independence was based on the logic of equality, on one man one vote. This is a complete antithesis of the philosophy of an elitist education system and it was obvious that education required a broader base. Moreover, it was obvious that a nation cannot thrive with a largely illiterate population. Some of the Nigerian politicians have consistently shown an appreciation of the fact that education was not only necessary, but an essential condition for democracy.

A widening of the education base was given a boost by the introduction of free primary education by the former Western Region

Government in 1955. This led to a spectacular development in primary and secondary education in the Western Region and accelerated the development of primary and secondary education all over the country, particularly in the Eastern Region. Primary school enrolment increased astronomically. All the regional governments also invested in university education by giving scholarships to students to go abroad and acquire university education, apart from the impetus given the Federal Government by the recommendations of the Solaru Commission on Scholarship Awards.

When the University of Ibadan was being planned, the original concept of the British was that one university was adequate for West Africa and if one was established at Ibadan and another at Legon, it would lead to lowering of standard. Although the British had no clear-cut educational philosophy for Nigeria, their policy broadly was to train a few Nigerians to become leaders of their people. In any case, the British did not believe that many Africans could attain the high standards of British education. This was the genesis of the obsession with "standard" which in essence turned our education system to an elitist education even though contemporary political developments clearly indicated then that education required a broader base.

The over-whelming ambition of the Nigerian leaders themselves was provision of education for the citizens. They invested highly in education, beside using education as a weapon in the fight for independence. The nationalist leaders viewed the university essentially as an instrument for developing national consciousness and the catalyst for national development.

Ordinary Nigerians themselves were also anxious that the education in the country should not be regarded as inferior and were to a large extent concerned about "standard". The average Nigerian insisted on European standards to avoid the charge of inferiority. The destiny of the nation would be determined by education, the immediate arguments were over-whelming. If there is no trained manpower you cannot run a modern society. The Nigerian leaders did not try to articulate an educational philosophy nor did they consider the implications of providing education for a large number of people and the effect this would have on the structure, finance and management of universities.

Ibadan university did not satisfy the aspirations of the political leaders. Ibadan was modelled after Oxford and Cambridge Universities, the courses in the early days were not considered as relevant for Nigeria's national development. Entry was highly competitive and Ibadan although it provided the manpower necessary for running the affairs of the nation, its orientation was liberal education and it became quite clearly an institution for training an elite. What perhaps the Nigerian leaders found most difficult to accept was that they could not control the growth or direction of development of the university.

It was therefore inevitable that immediately on achieving independence, the three regional governments embarked on the establishment of new universities, Nsukka in the East, Ife in the West and ABU in the North. The Federal Government also established a university in Lagos.

Nsukka, making a break with tradition, was modelled on an American University and Zik tried to create a university that he felt would be responsible for shaping the destiny of the nation.

The establishment of Nsukka provided a unique opportunity for debate as to the purposes and objectives of university education. However, so ingrained was our British orientation, that Nsukka was ridiculed and regarded as a high school, very few people thought it would survive. Zik was pesonally involved in the Nsukka experiment to an unprecedent degree, he provided the inspiration and philosophy for the university, chose the site and as chancellor exercised very wide executive powers.

For Ife and ABU there were wider consultations but both Awolowo and Sarduana of Sokoto were personally involved in the establishment of the two institutions. The Sarduana and Awolowo both believed in the crucial role of universities in national development, and felt like Zik that the destiny of the nation was linked to development of university education. The new universities emphasised technology and agriculture *ab initio*, areas in which Ibadan was felt to be deficient. The universities were also charged with evolving truly Nigerian institutions and not transplantation of alien institutions.

Even at this stage, it is fair to say that beyond training manpower and a realisation that the universities had a crucial role to play in national development there was no coordinated effort at defining the objectives of university education or even of correlating manpower projections with the needs of the National Development Plans.

It was not until 1973 that an attempt was made to define a national policy on education. The central theme of that policy is that education should serve the goal of social transformation and the development of the people. In the Fouth National Development Plan, the government

declared that "government commitment (to education) however, is the creation in the country of an educational system capable of ensuring that every citizen is given full opportunity to develop his intellectual and working capabilities for his own benefit and that of the community."

This led to a vast expansion in the educational system culminating in the introduction of Universal Primary Education by the then military government in 1977. In fact, with the advent of the Second Republic in 1979 education came to the forefront and free education at all levels was a major issue in the political campaigns. Indeed it was enshrined in the 1979 Constitution, Section 18 (3) that:

"Government shall strive to eradicate illiteracy, and to this end government shall as and when practicable provide:

(a) Free, Compulsory and Universal Primary Education;
(b) Free Secondary Education;
(c) Free University Education.

The country therefore witnessed an unprecedented upsurge in the demand for education at all levels. This in fact manifested itself in the enrolment for education at each level of our educational cadre. The projected enrolment in Nigeria's educational system for 1985 is given as follows — primary schools 13.6m, secondary schools 2.4m and universities 130,000. When these numbers are compared with the population of the country which is currently put at 100 million, the figures for university enrolments would appear inadequate. The point of concern here is that the nation appeared not to have fully realised the problem such an explosion would generate nor planned adequately to meet the challenge. The pace of development of secondary education in most parts of the country has been such that the creation of higher education outlets became inevitable.

DEVELOPMENT OF UNIVERSITIES IN NIGERIA

When the University College, Ibadan started in 1948, it had a student enrolment of 210. The admission continued to be limited to small numbers and the student population did not reach 2,500 until 1960, twelve years after its establishment. Ibadan, with such a limited scope of operation and a relatively buoyant economy sustained by the export crops such as Cocoa, Timber, Groundnuts etc., the financial demands of Ibadan hardly attracted the attention of the Nigerian public. Ibadan also benefited from overseas financial assistance.

The report of the Ashby Commission on Higher Education in Nigeria led to the establishment of new universities in the early 1960s. Each of the three regional governments as indicated earlier established a university: Ahmadu Bello in the North, Ife in the West and Nsukka in the East. The Federal Government also established a university in Lagos. The four universities were founded between 1960 and 1962.

ABU, Ife and Nsukka were largely funded by the regional governments, while Lagos was funded by the Federal Government. The new universities enjoyed a period of steady growth and development until 1966. During the period of the civil war, financial allocations, like those to other sectors of the economy, were severely curtailed. This was at a period when the universities, particularly the new ones were increasing their enrolment and establishing new faculties. By the end of the civil war, staff and student numbers had outstripped available facilities.

The end of the civil war coincided with the oil boom and vastly increased resources became available to the governments of the federation. Grants to the universities were increased and the universities enjoyed another period of steady growth until 1975. In 1975, the then Federal Military Government decided to take over the state universities, that is ABU, Ife, Nsukka and Benin, which had been newly established by the Mid-West government in 1973.

At the same time the Federal Government decided to establish seven additional universities to correct an apparent imbalance in the geographical spread of these institutions. The new institutions were Ilorin, Port-Harcourt, Calabar, Kano, Sokoto, Maiduguri and Jos.

At first the gap between the universities' demands and government grants was not large and government's initial response for more funds was that there was mismanagement of funds and extravagance by the universities. It was partly because of these allegations and partly to be able to justify its recommendations to government on funding level that the National Universities Commission in 1977 set up a committee under Brigadier (later General) Ogundeko[1] to examine the finances of the universities.

The findings of the committee were quite startling.

The major findings of the committee were:

(i) the rate of growth in student population and of expansion in academic activities out-stripped the rate of development of teaching facilities;
(ii) little or no research was being conducted in the universities;
(iii) living accommodation for students was

grossly inadequate and there was overcrowding in students hostels;

(iv) staff housing is inadequate and the universities spent a lot of money on rented accommodation;

(v) the subsidy on student meals was inadequate;

(vi) universities provide free transportation to students for commuting between campuses and between campus and residential accommodation in town and in some cases for in-campus movement;

(vii) the universities suffer from inadequate public facilities such as water, electricity, roads etc.

The major recommendations of the committee are worth repeating here.

On student accommodation, the committee recommended that government should finance one third of the accommodation required by the newer universities while the remaining two-thirds should be financed by loans. The committee recommended that students should be charged ₦150 per session for lodging.

The committee recommended that universities should disengage from staff housing, and government housing authorities should provide staff quarters for university. The universities should also start a housing loan scheme with government assistance. The committee recommended that universities should not use their funds to subsidize feeding but if the government policy is to subsidize feeding then the cost of subsidy should be met in full by the Federal Government.

FUNDING OF NIGERIAN UNIVERSITIES

The decision to take over the state universities, as well as that to establish new universities increased the financial investments and running costs of universities significantly. The recurrent grant to the university system went up from ₦22 million in 1971/72 to ₦137 million in 1975/76 and ₦185 million in 1977/78 and it stood at ₦374 million in 1983. Although the gross allocation increased in value, the year 1975, in fact marked the downward trend in the finances of the universities.

The universities derived the bulk of their grants from the government. Prior to 1977, the universities charged tuition fees and were free to vary the charges for board and lodging. In 1977, the Federal Government abolished tuition fees and pegged the amount that could be charged for board and lodging. Although this is a small part of university income, it nevertheless declined from ₦10.4 million in 1976/77 to ₦4.7 million in 1977/78 as a result of abolition of tuition fees and pegging of board and lodging charges. However far more serious is the consequence of this decision. The fees payable by a student for meals was fixed at ₦1.50 per day and government subsidy at ₦1.00 per student per day. With increasing costs, the actual cost of feeding a student had to be borne by the universities by diverting resources meant for academic purposes for non-academic functions. Even by the time of the Ogundeko report in 1978, there was already an established difference between the actual cost of feeding a student and what the student and the government's subsidy amounted to. This was estimated at between ₦1.00 and ₦2.00 then, but at todays prices, the actual cost of feeding a student per day is estimated at ₦5.00 or ₦6.00 and the difference of about ₦3.00 per student per day has to be found by the university from other sources.

It is seen then that the sharp deterioration in the universities finances started from about the 1976/77 session. As has been stated earlier this is partly due to increased commitment by the Federal Government by taking over state universities and establishing seven new universities at once, and partly due to the pegging of board and lodging fees which provided an open drain on universities resources. However, much more importantly, the revenue from oil started to decline.

With the establishment in 1973 of a National Universities Commission by Law, the system of funding the universities was streamlined. Requests for recurrent and capital grants had to be made to the National Universities Commission (NUC). The NUC after a thorough assessment of the needs of each university recommends a global figure to the Federal Government. Before 1975, the Federal Government invariably approved all the recommendations of the NUC. The difference between NUC recommendations and actual government grants to the universities have been increasing from ₦3.8 million in 1971/72 to ₦277.5 million in 1983. Moreover, the experience of individual universities is that the NUC's recommendations to government falls short of what the universities themselves propose by as much as 30-40%.

Another major problem is the insufficient realisation of what a good university should cost. It is this lack of appreciation that led the civilian government, in the midst of an economic recession to establish seven universities of technology and state governments to embark on the establishment of state universities.

The reasons for the failure of government grants to meet the needs of the universities are not difficult to understand. Oil which provides

93% of the country's income and over 95% of our foreign exchange is being exported in lesser quantities and at a lower price. The huge financial input by the Federal Government to university education, have to compete with other social and developmental programmes for government funds. In spite of the current economic crisis, 15% of the total federal budget for 1984 was allocated to education.

Apart from diminishing revenue in real terms, there is also a high rate of inflation and current policies for general economic and social development in the country of rapid expansion of educational facilities despite smaller revenues have contributed to the under funding of universities.

The increasing gap between the identified financial needs of the universities and what they actually receive have created several crises in the university system in the last five years.

There has been considerable debate both within and outside the university system as to what steps should be taken to bridge this gap. Generally the universities favour increased government subvention, the re-introduction of tuition fees and economic charges for board and lodging. Government sources argue that funds given to universities can be better managed and that the universities should look into other sources of generating revenue. The students on the other hand contend that any change in the status quo would be tantamount to deprivation of human rights.

ALTERNATIVE SOURCES OF FUNDING

With the end of the oil boom, the universities have had to face increasing shortage of funds and in some cases serious financial crisis. Several people have suggested that the universities should find alternative sources of revenue. Indeed many universities have set up Consultancy Services and the Federal and State Governments have sometimes directed that universities be given patronage in govenment consultancy jobs. The truth is that, the consultancy that universities should do, are those which the full time consultants cannot cope with. These are those that involve research and are likely to extend the frontiers of knowledge, e.g., Hydraulics research into erosion of Victoria Island, Telecommunications research that can develop telephone equipment that work in this climate. Such research will generate some funds but not enough to run a university. If universities are to run full scale consultancy services, it will divert their attention from their major missions of teaching, research and public service.

The question of restoration of tuition fees has also been suggested and indeed most state universities now charge tuition fees. The fees charged vary from ₦250.00 to $400.00 per student. The contribution of this to the total income of a university is small compared to the political heat that they generated. Students have argued that charging tuition fees is a deliberate attempt to restrict university education to the rich and that it is elitist. For tuition fees to make substantial contribution to the income of a university, the universities would need to charge between ₦4,000 and ₦5,000: that would indeed take education out of the reach of the ordinary citizen.

There is really nothing that is free and the approach to the problem of financing education may be to regard education as a joint responsibility of the state and the parents. The government has a clear responsibility to provide access to university education to as many people as can benefit and therefore there is a strong case for free tuition. The same cannot be said of feeding and accommodation which is easily identifiable as a parent's responsibility. Even in countries which are much richer than Nigeria, feeding and accommodation are not regarded as an integral part of university education.

Studies by the National Universities Commission show that 70% of the capital cost of developing a university goes to staff and student amenities. Staff and student housing has to be provided; so are water supply, electricity and other municipal facilities. Student services, apart from staff salaries, became perhaps the most costly item of recurrent expenditure in the universities. Indeed universities in some parts of the world do provide hostel and catering services, however the fees charged usually cover all recurrent costs and a margin to recoup the capital outlay. In some other countries which are much richer than Nigeria, the universities are not involved in student catering and student accommodation.

The same is true of staff welfare. According to the Cookey Commission,[2] there is no university in the world, including African countries that provide housing for staff. In Nigeria, the university as well as other sectors of the public services, provide housing at highly subsidised rates. The economy cannot support indefinitely a system whereby Senior Public Servants, including the universities, pay ₦600 per annum on a house worth ₦10,000 rent per annum. It will be necessary to increase the rents substantially, but a more lasting solution is to encourage public servants to look for their own accommodation or build their own houses.

THE EMERGENCE OF PRIVATE UNIVERSITIES

Universities in Nigeria had usually been founded by government and in fact after 1977, all universities were owned by the Federal Government. The 1979 Constitution put higher education on a concurrent list and eight state governments took advantage of the provision by establishing their own universities. During the civilian era also a strange phenomenon began to appear and that is the private sector investing in the establishment of private universities. The most famous of this was the Imo Technical University founded by Dr. Ukaegbu. When the legality of starting a private university was challenged in the courts, the Supreme Court ruled in 1983 that it was perfectly legal for individual or private concerns to establish private universities or at least that there is nothing in the constitution and the laws of country preventing the establishment of private universities. The Supreme Court however did accept that the National Assembly could legislate on the quality of the programmes offered in such institutions.

Within six months of the ruling of the Supreme court, twenty-six private universities were established or proposed in the country. For the sake of historical records the private universities were:

1. National College of Advanced Studies, Aba, Imo State.
2. Theological Colleges sponsored by the Christian Association of Nigeria (apparently at various locations).
3. Afro-American University, Orogun, Bendel State.
4. Ekpoma University, Illeh Ekpoma, Bendel State (not Bendel State University, Ekpoma).
5. Uzoma University, Ajowa Akoko.
6. Pope John Paul University, Aba, Imo State.
7. Ogodogu International University, Abuja.
8. A University at Akokwa Ideato, Imo State.
9. University Courses College, Port-Harcourt, Rivers State.
10. Ajoni Middle Belt University, Ibadan, Oyo State.
11. Afendomifok University, Ikot-Ekpene, Cross River State.
12. World University, Owerri, Imo State.
13. Institute of Open Cast Mining and Technology, Auchi, Bendel State.
14. Imo Technical University, Owerri, Imo State.
15. Akoko Christian University, Akungba-Akoko, Ondo State.
16. Open University College, Kaduna, Kaduna State.
17. Laity School of African Thought, Nembe, Rivers State.
18. Feyson University, Ijebu-Ode, Ogun State.
19. Epe Graduate Teachers University, Epe, Lagos State.
20. Ezena University, Owerri, Imo State.
21. Trinity University, Awo-Omamma, Oru, Imo State.
22. West African University, Nkwerre, Imo State.
23. Nnamdi Azikiwe University, Onitsha, Anambra State.
24. God's University, Umuezema, Ojoto, Anambra State (with campuses all over the world).
25. Technical University of Afa, Imo State (with campuses all over the world).
26. Islamic University of Nigeria, Alabata, Ogun State.

As at January 18, 1984, there were twenty-six private universities and even then it did not appear as if the trend was about to stop. Faced with what can best be described as an avalanche of universities, the Federal Military Government in June 1984 abolished private universities and prohibited the establishment of private universities by Decree No. 19 of 1984. This restored some sanity to the system, even though one cannot state categorically that all the private universities were not viable or that the private ownership of universities is an unviable proposition in the country. The problem was that the way and manner in which the matter was approached by all interested parties was not only irrational but ridiculous.

THE STATE UNIVERSITIES

The state universities were founded between 1981 and 1983 and were largely the result of the need to provide avenues for the large number of students leaving the secondary school system, who could not get into federal universities because of the quota system. The other reason appears to be the conviction of some of the leaders that state universities would better serve the needs of the people. Chief M.A. Ajasin, at the First Foundation Ceremonies of the Ondo State University stated that:

"The philosophy of free educational policy and programmes is such that must normally

bring in its wake, a tremendous growth in educational institutions that must be established to match the parallel development in the number of children that must benefit from its policy. We were aware that the first crop of the products of free education policy would graduate in the mid 1980s and it was necessary therefore to show considerable foresight and initiative as regards what to do with the products of our schools. Our projection was that enrolment in secondary schools would rise from about 120,000 in 1979 to about 500,000 in 1985. Since only about 1,000 students of the state origin were admitted into the country's universities in 1977/78, the need became more imperative to create the necessary facilities and avenues for absorbing our students into higher institution without tears. Our initial idea which we put forward to a committee of the National Universities Commission which the Federal Government set up in 1980 to look into the desirability of setting up new universities in the country was that while we appreciate that education is a concurrent subject in the constitution, we are, nevertheless convinced that state governments are better placed to establish universities.They are nearer to the people and so know their educational needs. We know that in the United States of America after which our constitution is patterned, there is only one federally owned university. We however advocated federal presence in form of financial and other material assistance to such universities. We supported our contention with facts and figures. When, however, we discovered that our plea fell on deaf ears, we had no alternative than to go ahead on our own no matter what the odds would be in order to meet the aspirations of our people. Accordingly, several eminent scholars from within and outside the state were invited to submit papers and opinions on the possibility of establishing a state university."

The eight state universities are:

1. Anambra State University of Technology — 1980
2. Bendel State University, Ekpoma — 1980
3. Imo State University, Etiti — 1981
4. Rivers State University of Science and Technology, Port-Harcourt — 1981
5. Ondo State University, Ado-Ekiti — 1982
6. Ogun State University, Ago-Iwoye — 1982
7. Lagos State University — 1983
8. University of Cross River, Uyo — 1984

The state universities are already showing some distinctive characteristics. First, it is significant that in the majority of cases, the state universities are located in relatively small urban centres away from the state capitals. Secondly, state universities as a general rule have university councils composed of men and women of proven integrity and commitment, whose appointments were not based on political consideration but on their professional ability and experience. The third point which arises from the second is that some of the state universities, after undertaking a fundamental re-apprisal of the purposes of a university, have evolved innovative and imaginative policies that have substantially reduced the capital and recurrent cost of developing a university. It is believed that these policies will not only have a lasting impact on the educational development but will revolutionise the concept of university education in Nigeria.

THE ROLE OR MISSION OF A STATE UNIVERSITY

The framework from which the university system has evolved all over the world is that of a community of scholars devoted to the propagation and advancement of knowledge and the provision of research. This tradition was inherited when the university system commenced in Nigeria.

The basic mission of a university was defined as one of:

> "Encouraging the advancement of learning and holding out to all persons without distinction of race, creed and sex, the opportunity of acquiring a liberal education."

The university was thus seen as a centre not only for teaching and the imparting of various professional competences but also as a centre of research for the advancement of knowledge. The purpose of a university was later expanded to include public service to the community.

A new dimension was added to this traditional concept of the mission or purposes of a university with the establishment of the land grant colleges in the United States of America in the second half of the 19th century. The Morrill act which was passed in 1862 granted each state some 300 acres of land to be used to endow state colleges for the promotion of agriculture and engineering, "without excluding other scientific and classic studies, and including military tactics." These state universities were characterized by a more practical orientation, a decisive

commitment not just to basic research but to applied research specifically directed to the development of their state, and an outreach obligation aimed at mobilising the whole state.

In the United States of America, the state university not only teaches agriculture to produce graduates in agriculture but it also handles all the state's agriculture research and provides the anchor for the state's agricultural extension services. The emphasis in research is therefore applied research that is geared directly to the problems of the state and the agricultural extension services become a link between the research results of the laboratories of state universities and productive activities in the farms and plantations in the state. Even though extension services may be located in the university for operational reasons, the staff of such units remain part of the state's civil service and are paid by the government.

The same type of relationship and close cooperation exist in other fields such as education, medicine, engineering etc. In the case of education, the state university is closely involved in overseeing and upgrading the quality of instructions in the different subject areas in the other tiers of the state educational system. The university in cooperation with the state Ministry of Education provides facilities and opportunities for all categories of teachers to improve their skills and upgrade their competence especially during the long vacations. The faculty runs workshops, seminars and provides the main impetus for state programmes in adult education and extra-mural activities.

In the field of engineering, the relationship is not just between the university and the government but more importantly with the private sector organisations in the state. The Faculty of Engineering is not just involved in teaching and research, it becomes the centre for trying out new processes, designing and inventing new products usually in active collaboration with industry. Engineering research in the university is then directed towards the technological and economic development of the state.

The Ondo State University has adopted this model and chosen as its philosophy the concept of a developmental university. By a developmental university is meant one that set itself the mission of providing all the functions that an institution of higher learning can, in a developmental process, through a defined constitutency. At the centre of its work towards regional development are the tasks of identifying and resolving developmental problems inhibiting development, throughout the defined region. To be effective, these problems-solving functions require appropriate structuring of academic activities and resources in education and training, research and services. The ultimate aim is that even where it is concerned with practical techniques, it imparts it on a plane of generality that makes possible their application to situations in hand.

These considerations go beyond the conventional universal objectives of a university into the development orbit. The philosophy of the Ondo State University can be articulated as:

(a) being an organisation for the effective application of higher education to problems of development in the state, through applied research, technical assistance, direct consultation, informational services and internship programmes;
(b) providing innovative educational programmes of high standard, in the different disciplines relevant to the development of the state;
(c) providing ready access to higher education for citizens of the state regardless of social origin or family income;
(d) meeting the specific manpower needs of the state; and
(e) serving as custodian, promoter and propagator of the state's social and cultural heritage.

The Ondo State University therefore aims to fulfil the traditional role of manpower development, relevant research, consultancy and extension services, whilst at the same time addressing, through these various activities, the developmental problems of the state.

This description of what a developmental university is provides the most appropriate summary of the mission of a state university. Because its constituency is well defined, the developmental functions of state university tend to be more focussed and more direct than those of a federal university. Indeed it is debatable whether a federal university can or should cultivate and establish in the state in which it is located, the intense interactive relationships which such a developmental role entails.

A STATE UNIVERSITY AND ITS CONSTITUENCIES

The idea of a developmental university is new in Nigeria and the universities have so far not had to contend with such concepts. A state university has a defined constituency not just in a geographical sense but also in terms of human resources. For instance, the geographical constituency of the Ondo State University consists of Ondo State; however, citizens of the state or

businesses belonging to indigenes of the state are not necessarily confined within the borders of the state. The success of state universities in carrying out their special mission depends entirely on their ability to identify, nuture and sustain close interactive and developmental relationships between the university and its constituency. In defining the constituency of a state university, three brand categories can be identified:

(a) the state government and its various agencies;
(b) the business and professional community;
(c) the generality of the people including their occupational social and cultural groupings; and
(d) the Alumni of the university itself.

The state government and its various agents are constituents of the university in more senses than one. The state government is the proprietor of the university and its main financier, responsible for funding both the capital and recurrent expenditure of the university. The university for its part must furnish the government with audited accounts and annual reports of its activities. The implication of this is that the vice-chancellor will need to make frequent visits and have close interaction with the Governor's Office while the bursar will have a similar relationship with the Ministry of Finance. Similar relationships will need to be developed between the faculty and the Ministry of Education, between the Faculty of Engineering and the Ministries of Works and Transport and Trade and Industry and between the Faculty of Law and Ministry of Justice etc.

Although it is important and very desirable to establish these relationships, the task will not be an easy one. In Nigeria, there is no tradition of cooperation on such a basis, on the contrary there is usually inadequate understanding and unnecessary apprehension about each other's role by both the civil service and the university. A state university will therefore need to make a determined effort to establish a basis of understanding if it is to accomplish its mission. The cooperation of the state governor, the commissioners and the permanent secretaries will also be essential. The university will need to identify problems or programmes that are of interest to the state government and propose solutions. When the motives and objectives of the university are fully understood, it will be easier to promote close collaboration between both sectors of the public service in their pursuit of a common goal.

The business and professional community represents another important constituent of the university. This group is likely to be a main employer of the university's graduates and it would be useful for them to have an input or comments on the teaching programmes provided it does not undermine the statutory role of the Faculty Boards and Senate. Of more importance is the possibility of cooperation and collaboration between faculty and business community in areas of research or development of products or processes. This is particularly important if we are to develop our indigenous technology and become a self-reliant nation. The business community is also likely to be a major source of benefaction and endowment, however this can only be realised if considerable effort is devoted to cultivating them and making them feel committed to the university.

The third constituent of the university which is the generality of the people of the state will also need to be actively cultivated and made to feel committed to the university and also to have a propriety interest to make them feel that the university belongs to all the people.

Public support for the university in Nigeria has been scanty: it is possible that this may be due to the approach of the university. The state universities cannot afford not to cultivate public support, it must make a conscious and determined effort to mobilise the population behind it. It was to achieve this mass mobilisation and foster a sense ownership and proprietorship that made virtually all the State Universities Multi-Campus in the early stages. Although it is a more expensive solution than a single campus university, a multi-campus arrangement will easily make all parts of the state more interested in the university. Financial constraints have led to the modification of the multi-campus scheme in some of the state universities, nevertheless the state universities still have a major task of raising the level of public awareness of the generality of the population and making its presence felt in all parts of the state whether it is on one or several locations.

The generality of the population may not have any direct contribution to curriculum but the impact of the university on their work or everyday life would have to be significant. This means that the university's agricultural extension services can solve the problem of the small farmer and improve his productivity. The economic and banking departments can assist the small businessmen. For instance, small traders in rural areas have their own method of saving and banking which is by contribution within a thrift society but they distrust institutionalised banking. What can the departments of banking and

finance and economics do to help such people? It is obvious that this will require a lot of effort, it will take time and energy before any appreciable results are realised. However it is important for state universities to appreciate that this is part of their mission and translating into concrete terms the concept of public service. This is what is meant by saying that in a developmental university, teaching and research must be structured in such a way that an outreach to people is established. A successful network applying results of research to the life of the ordinary people will become a veritable tool for mobilising all the people of the state behind the enterprise of a state university.

At the Ondo State University, we are conscious of the fact that to succeed, the university must have the support, affection and commitment of not just the state government, but of the whole community of Ondo State as well. In order to mobilise the people for continous support for the university, a board of sponsors has been set up. This is a body of carefully selected prominent citizens of the state. The main task of the sponsors is to plan and execute a strategy for an effective involvement of all the people in Ondo State in the funding and financing of the university through gifts, endowment bequest, donations etc. It is also expected to devise ways and means that will ensure that indegenes of the state are not only made aware of the university but develop a sense of proprietorship with effective and total commitment to its development.

The last but not the least important constituent of the university are its students who as they graduate become alumni and alumnae. The cultivation of alumni and alumnae must be started at the university. The graduate's concept of the university, the traditions they are encouraged to establish, their idea of service and public spiritedness which they imbibe and the realisation that their fortunes in life are inextricably bound up with the prestige and reputation of the university, all these are largely determined while the alumus is still a student. Even after they have left they must be assiduously courted and kept abreast with major happenings in the university.

POLICIES AND PROBLEMS AT THE ONDO STATE UNIVERSITY

At the Ondo State University, we identified early that the scientific background of students in the state is very weak and in some cases non existent. We made recommendations to the state government on how to remedy this, but we have not got any reaction on some of the recommendations. This is likely to be due to officials in the Ministry of Education afraid that people are treading on their exclusive preserve. Incidentally, some of the recommendations have been implemented in some other states of the federation and are inlcuded in the Federal Government White Paper on the rationalisation of courses. So it is not some wild scheme being advocated by ivory tower academics. The university is not discouraged and it is gradually developing its relationship with the state government, identifying its problems and trying to find solutions to them. Several seminars have been undertaken with this in mind, and currently the university is studying on behalf of the state government the whole question of the cost of education at primary and secondary levels.

Another area which has been of concern to the university is the industrial development of the state. Ondo State is an agricultural state with a variety of ecologies stretching from coastal swamps, through thick forest reserves to open grasslands. The industrial base of the state is very weak due to an acute shortage of trained manpower, which is a prerequisite to economic and industrial progress. There is a noticeable dearth of scientists and engineers, consequently industry and commerce within the state is at a lower level of activity.

Against this background, the Ondo State University has established a Faculty of Engineering. which is developing an innovative engineering training programme which would be an embodiment of the university's concern for the development of the state and the orientation of its economic base towards industrialisation. To do this, the faculty will:

(i) produce engineers equipped with the requisite expertise and knowledge to practicalize the skills of their profession; and be adept at the use of the tools of their trade;

(ii) imbue the engineers with the necessary attitudes and know-how for entrepreneurship in the setting up of small scale industrial and engineering enterprises, which spread spatially all over the state, will accelerate the pace of its industrial development. Such development has great consequences for rural development as well as the development of agriculture through appropriate technology applications.

To achieve the objectives stated above, a central activity of the faculty will be in a composite centre for engineering training, production and engineering work experience, in which the stu-

dent will be given full conception, design and production (fabrication) training. Such a central workshop will structurally support the pursuit of relevant research in appropriate technology for resolving the peculiar problems and needs of the state. It will also constitute a Technology Resources Centre for consultation, design and production of tools and equipment for industrial enterprises in the state.

In addition to this central programme is a unique course of training in industrial organisation, economics, management and accounting, personnel and labour relations, legal and contract processes, and products conception, promotion and marketing. These would enable the student, upon graduation to enter into the economic stream life of the nation with a full understanding of the role of engineering in national economic and industrial development.

Finally, by placing appropriate emphasis upon maintenance engineering in the class room, workshop and an open-air laboratory to establish engineering maintenance on a professional basis and as a vital factor in industrial development and maximisation of the nation's technical resources, the uniqueness of this programme is very obvious.

ADMINISTRATIVE PROBLEMS

A state university has no parallel to the National Universities Commission and quite often there are problems as to how the university relates to the state government. The founding fathers of Ondo State University made the university council a unique and powerful body. It has three government representatives on it: these are the commissioners for education and finance, and the secretary to the state government. The intention is that the views of the state government would be known before the university takes a decision, and conversely the government would be aware of what is going on in the university. With such a composition, it is incongruous for the university to report to the Ministry of Education. In fact the university was properly put in the governor's office. Subsequent governors have not always appreciated the special status accorded the university and some have preferred interaction through the Ministry of Education. Each method has its advantages and disadvantages. In the absence of a properly developed section in the governor's office to deal with the university, there are problems of following up important issues needing urgent action. This is probably the main advantage of interaction through a ministry, whereas with the governor's office, decision are obtained quickly. The solution has been to try a compromise that ensures direct access to the governor by the vice-chancellor whatever the administrative guidelines.

Another unique feature of the council is that the university law makes provision for four members from outside Ondo State to be elected by the council: this is the provision which enabled us to invite the National Universities Commission to send a representative to serve on our council and which has prove very helpful in many respects. This provision has also allowed us to have the services of distinguished people in business, former vice-chancellors and so on. This has enabled the council to have a high standard generally and members are people not only of respected professional ability and experience but of proven integrity and commitment.

On the relationship with government, a problem that could arise is interference either in the admission process or appointments. In my own experience, there has been no such conflict. Once it is known that there is a uniform and fair admission and appointment policy, the university has been left alone to do its work. For example, in our first year, even though a number of state universities decided to set their entrance examinations, we decided to use JAMB in spite of opposition from certain quarters. This made admission easy. All we needed to do was to show enquiring parents the print out scores indicating cut off points.

A major problem we faced in the beginning was how to start. Most of the temporary sites offered to us would have involved expenditure of considerable sums of money to make them operational. We decided to rent a school for the first two years and we immediately started development of our permanent site. This saved us the usual problem of spending a lot of money to develop a temporary site. In terms of building structures, our experiment of erecting simple but functional structures is being regarded generally as realistic. The era of building complicated and expensive structures in universities is becoming out of tune with the current economic situation in the country and may not fully come back this century. The university system should look at this experiment with the hope of studying it more deeply and see whether this, or a modified form of it, may not be one way of reducing the problem of university funding.

Staffing of course has remained a major problem. We have had to rely on the services of staff on Sabbatical Leave from other universities and part-time staff. We have embarked on a vigorous staff training programme and a number of junior members of the academic staff are currently in

training in the older Nigerian universities of Benin, Ife, Ibadan, Lagos and Ilorin. We also have one member of staff on Commonwealth Scholarship in Manchester and another on Fulbright Scholarship in the United States. Three of our trainees are about to complete their courses. We have also recently signed a link agreement with the University of Ibadan: this type of cooperation between the old universities and the new ones will ensure that academic standards are maintained and the new universities will be able to develop their staff while minimising the need to recruit expatriate staff. Although there is problem with recruiting academic staff, in the case of administrative and technical staff, the problem is the reverse and there is a need to ensure that these service units do not grow out of hand, in spite of the heavy work load for the few recruited, because of the many qualified applicants available.

FISCAL POLICIES

The university administration and the university council were conscious right from the start of the fact that Ondo State is poor and so have introduced innovative and imaginative policies designed to reduce substantially the capital and recurrent cost of developing the university.

As a matter of policy, the university has decided not to be involved in students' housing and feeding. But it actively encouraged various organisations (and continues to do so) to develop student hostels. The response so far has has been encouraging. A private individual has already built a very good standard hostel capable of accommodating 1,000 students on land immediately adjacent to the university campus. The Local Government Authority has a hostel under construction and the state housing corporation has recently started negotiations with the authorities for construction of a hostel on the campus. There are on-going enquiries from private developers on the same subject.

It is our belief that a non-residential university will provide better opportunity for self development for the students. The students would look after themselves, they will develop a greater sense of responsibility, they will also grow to appreciate the value of money and what is more important, appreciate and understand the conditions of the common man. The lessons of National Youth Service Scheme will be more meaningful if the sacrifices are started from the university.

Ondo State University in the same way has not involved itself in staff housing. The university is encouraging staff to find their own accommodation. Members of staff are also encouraged to build or buy their own houses and those who stay in university accommodation pay much higher rents than the other sectors of the public services. This has allowed for the concentration of the limited resources on purely academic activities. These policies, are by force of circumstance, geared towards emphasising the academic functions of a university and de-emphasising its municipal functions. It is believed that this experiment is capable of reducing substantially the cost of university education. When we started advocating these policies in 1982, we were a lone voice. It is gratifying to see that several universities are now taking similar steps and trying to reduce the burden of staff housing, in particular many are stopping renting houses outside the campus.

Apart from reducing the cost of establishing and running a university, we have been concerned with the issue of generating additional funds besides subventions from the state government. Public support for the universities in Nigeria have been scanty: it is possible that this may be due to the approach of the universities. We are trying to mobilise public support for an endowment fund on a continuous basis.

NEW APPROACHES TO ENDOWMENT FUND

The traditional strategy for seeking assistance from the public has been for the universities to launch Endowment Funds at public ceremonies. This strategy has, however, not been too successful, as it invariably leaves out the generality of the people, while concentrating on a few eminent citizens who make cash donations. Moreover, even those who make cash donations are not always given adequate and lasting recognition for their contributions.

We have adopted a plan of a multi-pronged approach to the question of assistance to the university, while also retaining the traditional formal launching of endowment funds.

We are appealing to individuals and communities throughout Ondo State to show commitment to the university as the people's university, by making concrete and regular contributions for its support. We are also appealing to individuals to seize the opportunity of immortalising their family names, by donating funds for individual buildings such as laboratories, lecture halls, the library and by inaugurating or endowing academic chairs, prizes, or donating funds for equipment. The names of all citizens who contribute in cash or in kind will be entered in a special book to be kept in the archives of the university. In addition, those who contribute

₦20,000 and above will have their names inscribed on a plaque of honour to be fixed on a wall in the Great Hall of the university. People can also immortalise their names, or those of their parents or other relations and benefactors, by endowing individual buildings which will be named after them. A building can be chosen, that suits their profession, personality and purse and the donation can be spread over the construction period.

• Individual can also endow academic chairs that will be named after them in perpetuity. This approach involves individuals donating substantial sums which the university would put in fixed deposit accounts. The interest accruing annually from the deposits would be used to pay the salaries and other expenses of the professors concerned. For instance, to endow a chair in structural engineering, donors must be prepared to deposit a combined sum of about ₦500,000 that will yield an annual interest of ₦50,000 needed to service the post of a professor and supporting staff per year.

Alternatively, individuals can make yearly cash payments in advance, to cover the salary of a professor for a fixed period of three or five years. Clubs or social organisations can also donate functional buildings such as libraries and lecture theatres, which would be named after the donors. Donation of laboratory and workshop equipment, especially for a very expensive faculty like engineering, will also be welcomé. Such equipment, which will be maintained by the university would be named after the donors.

Finally, we would also like to appeal to individuals to make cash donations for the purpose of inaugurating annual faculty or departmental prizes to be awarded to the most outstanding students of the university. This type of award will not only promote the habits of diligence and hard work on the part of our students, it would also immortalize the names of the donors concerned. The financial outlay in each case need not be too heavy. For an annual prize of about ₦200, donors would make available between ₦20,000 and ₦25,000 in fixed deposit accounts, operated by the university. Donors may however find it more convenient to award cash prizes annually, and this is a possibility that would be considered. In addition, individuals, groups, companies etc., might wish to enlist on the new body named, "Friends of the University" and also on the register of donors who give the university up to ₦10,000 donation on a once-for-all basis. ₦1,000 a year for five years, or ₦500 every year for five or more years is also an alternative. Friends of the university could be anywhere in the country and abroad. Such people would be on the university's mailing list, to receive all university publications on a permanent basis.

Endowments of this kind already exist in the universities abroad. It is this type of support from public spirited citizens that has made possible the fame of renowned universities such as Cambridge, Oxford, M.I.T. and Harvard, to name a few. The famous Cripps Buildings in Cambridge, for instance, were donated by two industrialist brothers, who wanted to perpetuate their family name through the construction of two of the finest architectual pieces in that famous university.

In summary, although we hope to raise funds through the traditional method of formally launching endowment funds, we would also appeal to individuals and communities throughout Ondo State to show commitment to the university as the people's university, by making concrete and regular contributions for its support. We appeal to individuals to seize the opportunity of immortalising their family names, by donating funds for individual buildings such as laboratories, lecture halls, the library, and by inaugurating or endowing academic chairs, prizes, or donating funds for equipment. Each of the above, it must be emphasized, can be undertaken by individuals or where individual effort fails, by groups of friends, societies and clubs. All the different categories of endowment will be fully acknowledged and recognised and appreciated.

STATE UNIVERSITIES AND THE NATIONAL UNIVERSITIES COMMISSION

The National Universities Commission was established by Decree No. 1 of 1974 at a time when all universities in the country were owned by the Federal Government and the military administration operated more like a unitary government. The National Universities Commission was given a coordinating role for the balanced and coordinated development of universities, obtaining funds for the universities and advising the Federal Government on creation of new universities. The decree implicitly assumed that only the Federal Government would establish universities. The National Universities Commission exercise its coordinating role by having inputs into the National Development Plans. It also monitored developments in the universities indirectly with financial controls. Its major role was regarded as obtaining funds from the government and passing them on to the universities.

The development of the seven new universities in 1975 gave the National Universities Commis-

sion a greater say in the planning and development of the universities and it had a greater say in which courses the new universities could run by withholding necessary funding for capital and recurrent cost of a new project, something it had not been able to do successfully with the older universities.

The establishment of state universities during the Second Republic created yet a new situation. The National Universities Commission gave assistance to the state universities in the areas of academic planning, physical planning and such other services, apart from funding, as are rendered to federal universities on a routine basis. With the demise of the civilian regime, the strong centralisation tendencies of military administrations are again becoming evident. The National Universities Commission in 1985 was directed by the Federal Government to coordinate the activities of all Nigerian universities and recently a decree, Decree No. 16 of 1985 has vested the Minister of Education, through the National Universities Commission, powers to assess and accredit courses in both federal and state universities. The decree on minimum standards, Decree No. 16 of 1985 stipulates "minimum standards" at all levels of education in the entire country and all institutions of learning of all types and ownership. The portion of the decree that is relevant to the university is Section 10 and it provides that:

> "the power to lay down minimum standards for all our universities and other institutions of higher learning in the federation, and accreditation of their degrees and other academic awards, is hereby vested in the National Universities Commission after obtaining prior approval therefore, through the minister, from the head of the Federal Military Government."

To make assurance doubly sure, the NUC law, Decree No. 1 of 1984 is being revised to incorporate the accreditation powers granted by Decree 16 of 1985.

It is questionable whether the decree is not a breach of the 1979 Constitution which gave the state governments powers to establish their own universities. It is certainly not in the spirit of how a federation is operated and more in line with a unitary government. The state universities are also genuinely worried that this decree may be used as an instrument to frustrate their development. There is the additional problem that the state universities are not represented on the National Universities Commission.

Nobody would argue against the need to maintain minimum standards. In fact accreditation of professional courses such as law, medicine, engineering, accountancy has been insisted upon in Nigerian universities irrespective of whether they are state or federal, for many years, by the various professional bodies. This is effective and helpful. The state universities have a unique role and a mission which are not identical with those of a federal university and it will be a pity, if the state universities were not allowed to develop as their founders conceived them. There is no doubt that the state universities will have a tremendous influence on the development of university education in the country just as Nsukka did even though it was not accepted in university circles when it started. It does not require a lot of imagination to realise that in the 1960's a National Universities Commission's accreditation panel could have closed down Nsukka or Ife for that matter and university education in Nigeria would have been poorer for it. It is therefore important that the accreditation of state universities being contemplated be approached with great care bearing in mind the historical development of universities in this country.

CONCLUSION

I have tried to show that the mission of a state university is not just teaching and research and that even the concept of public service must have a realistic and concrete application for state university. The mission of state universities must be to fulfil the traditional role of manpower development, relevant research, consultancy and extension services whilst at the same time addressing through these various activities, the developmental problems of the state. This problem solving functions should not be confined to the professional courses: it should apply in all courses and should be reflected in the structure of the academic programmes.

A state university cannot lay claim to success if it does not become the corner stone for the educational, economic, industrial, technical and cultural development of the state. It is therefore important for the state universities to understand their objectives clearly, for them to identify the problems of the state, find solutions to the problems and more importantly ensure that the solutions are practical and are applied to improve the life of the ordinary citizens and to enhance the progress of the state.

The state university will only succeed if all the people in the state give it their support and identify with it. It is imperative that government officials appreciate the special role of the state universities and give them unqualified support so as to ensure that the money invested in them

is not wasted.

The state universities have a special role and a mission. If we all give them a chance and the necessary support they will not only create a new image for the university, they will revolutionise education in Nigeria.

INTERNATIONAL COOPERATION BETWEEN UNIVERSITIES

1. International cooperation between universities should be the most normal thing in the world. Universities, indeed, carry with their name the ideal of the totality, the *universale*. This first bears the quest for the universal knowledge, of the absolute truth of the existing, of the *ens verum*. The possession of this truth, however, is not given to the individual, for its own, its egotistic use. In a world of humans, who all of them only carry a small part of what exists, the answer to all questions is to be looked for in togetherness and communication.

For long therefore universities, have opened their doors to external influences and have admitted Masters and students coming from all parts of the world. It was, in these times considered unnatural, if a Master, or even a student had attended only one university.

African universities are of recent creation. It is not our purpose here to discuss the reasons why this was so. A line of thought should however be given to the hypothesis that, the late creation of these western style universities altogether with the prevailing patriotic feelings at that time, may have contributed to salvage part of the cultural heritage, which might otherwise have been lost.

2. In 1945, British Government missions worked out plans for the creation of universities in their colonies. The Inter-University Council for Higher Education Overseas, known today as CICHE and is part of the British Council, was set up to strengthen relations between British and the new unversities in the colonies. Consequently, the Makerere University in Kampala, Uganda was created in 1939, while those of Nigeria (Ibadan) and Ghana came into being in 1948.

Invariably the new English language universities were created along the lines of the London Universities; which played a major role in their establishment, and guaranteed recognition of their diplomas and degrees.

Then followed the French-speaking universities, those of Dakar (Senegal) and Lovanium Kinshasa Zaire were typical models of the French and Belgian Universities.

Though the new African Universities first looked up to England, France or Belgium, they gradually established relations with Danish, German, Dutch and Italian Universities.

African Universities developed an awareness of their societal values and a vision of the task ahead of them within their context as rightly stated in 1972 by the African Universities Association (AUA) that, "The true African University draws its inspiration from its very environment, not as a transplant, but as a plant which developed from the seed from the African soil." After contributing to the creation of African Universities, European Universities have now entered a new phase in their relations with their counterparts in the third world.

The Vienna plan of action set guidelines for the International cooperation policy. University cooperation with the third world is primarily based on the clear will from developing countries to ensure the training of their nationals and develop scientific research in relation to the needs of their societies.

It was not until 1975, following the United Kingdom's entry into the Community, that members of the Commonwealth became formally associated with that group of independent states into which the original Association had evolved.

3. The Treaty of Rome, which established the European Economic Community (EEC) in 1957, made provision for an "Association of Overseas Countries and Territories" which would enjoy a privileged relationship with the Community and have access, initially for a period of five years to a "Development Fund for Overseas Countries and Territories." By

1983, most of the orginal members of the Association had attained independence.

The special relationship with the Community was thenceforth defined by the Yaounde Conventions (1964-68 and 1969-74), which provided the framework for cooperation to be financed from the European Development Fund (EDF), constituted by contributions from each EEC Member State.

It is important for European Universities to organise their joint effort. There must be true coordination between national bodies in the context of cooperation for development. It is equally important to know the type of programme others put up in order to see to their complementary and effective coordination.

The Commonwealth States joined the AUA, when they became signatories to the first Lome Convention (1975-80), successor to those of Yaounde.

Today, Commonwealth members make up approximately half of the 64 Africa, Caribbean and Pacific (ACP) countries signatory to the second Lome Convention (1980-85). Though we refer below only to activities with those countries, it should be noted that other Commonwealth Countries participate in EEC-funded cooperation programmes outside the Lome Convention framework, either on a bilateral basis (EEC-India for example) or regional (Singapore and Malaysia, in the context of EEC-ASEAN Cooperation).

2. Education and training activities have been a part of these cooperation programme from the beginning. They accounted for approximately 11% of EDF expenditure in the period up to 1980, the year the current Lome Convention came into force. Most of that went on infrastructure (i.e. buildings and equipment), but the proportion allocated to scholarships and technical assistance (in the form of staff secondments and advisory functions) increased steadily.

Similarly, there was a marked increase in the proportion allocated to tertiary education: from 15% of the expenditure on education and training in the first five-year period to 51% in the four-years to 1980. This was especially true of projects of a regional nature.

Among the major beneficiaries under the first Lome Convention were three members of the Association of Commonwealth Universities: the then University of Botswana and Swaziland, the University of the South Pacific, and the University of the West Indies.

The EEC's involvement with university development in its partner countries was, however, mainly in the form of discreet contributions. Scholarships for staff training, the provision of equipment, or the funding of new buildings, were conceived largely as distinct "projects".

The emphasis was on material resources and facilities, and on training individuals. Little attention was paid either to the institutional framework within which the equipment supplied or the training received could be put to best use, or to the administrative and technical capacity requied to undertake research and provide training oriented towards practical action in the interests of national development.

3. Examples of "institution-building" were already common in the bilateral cooperation programmes of EEC Member States. The United Kingdom's Inter-University Council and the Netherlands' Universities Foundation for International Cooperation, for example, were able to call on a wealth of experience in pre-and post-independence educational development. Inter-institutional links had proved an excellent instrument of assisting the growth of new universities, faculties and departments.

4. The second Lome Convention, acknowledging these experiences, then explicitly referred to "collaboration between training or research establishments and universities in the Member States and corresponding bodies in the ACP States" as a favoured instrument of technical cooperation in the field of training.

Lome II, signed in 1979, was significant in the context of inter-institutional cooperation in that, for the first time, it envisaged the allocation of EDF funds in support of inter-university and inter-institutional linkages. This marked a significant new departure for the EDF in terms of style although considerable funding had already been allocated to tertiary education in the ACP states through technical assistance, training awards and, above all, capital programmes.

However what was a significant new development mechanism for the EDF was one of long standing with many of the member states in bilateral cooperation programmes.

Given the new-found enthusiasm in the Com-

mission, the long familiarity in the ACP states and the ability of the tertiary sector in both the member states and the developed world to propose and manage developmental projects, it is surprising and even disappointing that at the end of the Lome II quinquennium the number of EDF and Community funded inter-institutional links is not significantly greater than the number already in the planning stage when Lome II was signed.

5. Lome III, which was signed in December 1984, is a fundamental revision of what was before. There are the provisions, on cultural and social cooperation which bring together many requirements on research, education and training and put them firmly in the human resources context. There is a strong move to a more integrated approach in EDF funded development cooperation. The new integrated approach benefits inter-institutional cooperation in two ways:

- country development programmes will now be far more sharply focussed on certain key concentration areas and institutions will thus have a far clearer idea of whether or not they can offer relevant imput.
- linkages are particularly well suited to the integrated environment in that good inter-institutional projects are, by nature, integrated themselves and have the in-built flexibility to mesh in well with other related actions.

The Convention then lays increased stress on inter-regional actions, and provides a budget, which offers new opportunities for south-south and south-south-north linkage activity although one must also caution that new criteria for regional activity are far more rigorous than before.

Finally the Convention stresses clearly the need to enhance the capacity of developing nations to innovate, to adapt and transform technology and to undertake a range of research and development actions. The role of institutions of research and of higher learning is obviously paramount in this area and link arrangement can have an important part to play.

6. Inter-university cooperation is however, only one of many activities provided for in the Convention.

It is a fundamental principle of EEC-ACP Cooperation that the ACP countries themselves determine their national priorities. Their proposals do not necessarily coincide with the wishes of the unversities. Many ACP partners have opted to use the available resources either for sectors other than education or, within the education sector, for programmes outside the scope of tertiary institutions.

Some, nevertheless, have taken advantage of the opportunities for inter-institutional collaboration. Understandably, given its large programme of university expansion, Nigeria is to the fore in this respect, having earmarked a substantial proportion of its EEC cooperation budget to inter-university links. Seven are already in operation (with Universities in Belgium, Denmark, Ireland, Italy, the Netherlands (2) and the United Kingdom) and another seven are under consideration.

7. Third World universities have been involved in the formulation of the guidelines for inter-institutional cooperation.

The EEC first invited to Brussels, in November 1982, representatives of organisations responsible for coordinating inter-university cooperation between individual EEC Member States and developing countries. The participants re-affirmed the potential value of collaboration as an instrument of national development. This could be realised if the partner institution in a developing country was already actively involved in national development, with programmes that showed a coherent relationship between research, training and practical action.

A second meeting took place in July 1983, and brought together with participants in the preparatory discussions 17 representatives (predominantly Rectors and Vice-Chancellors) of universities in Africa, the Pacific, Egypt and Jordan. Six ACU members were represented, as were the National Universities Commission of Nigeria and the Association of African Universities.

If inter-university cooperation is to make a lasting impact on the training and research capabilities of developing countries:

- it should be conceived within programmes closely related to long-term national or regional development policies;
- it should be a continous process, with no pre-determined time limit;

- it should command the personal commitment of the staff involved and the financial commitment of the institutions they represent;
- it should be based on a clear definition of needs by the participating parties themselves;
- It should embrace the full range of institutional staff, such as librarians, laboratory technicians and administrative personnel, as well as academic staff;
- it should make use of a "package" of instruments, that might include scholarships, staff exchanges, the joint publication and dissemination of information, joint seminars and development of teaching materials and curriculum content, consultation on equipment needs, supervision of research students, etc.

Naturally, it must be for universities themselves to determine the subjects and orientations of their teaching and research, and to judge whether a link with an institution in another ACP state or in an EEC member state could make a valuable contribution to their efforts. If so, they may seek EEC support through the appropriate government authorities in the ACP Country.

8. What does the EEC look for in programmes of inter-institutional cooperation?

EEC funds are still made available in the context of technical cooperation for development. University activities will therefore be in those areas in which universities are, or can be, agents of national development through the accumulation and dissemination of knowledge. Hence the primacy, in technical cooperation terms, of universities as sources of skilled manpower attuned to the needs of society, and of research directed towards meeting those needs.

The EEC has its own priority sectors in its development cooperation policy. First among these is agriculture, more specifically the production of food for local consumption in the ACP countries.

Similarly, the health sector embraces activities directed towards environmental improvement; water supplies, building techniques, indeed urban and rural planning.

The third major sector is energy, particularly with a view to the development of alternative sources of energy and improved methods of consumption.

These are sectors in which inter-university cooperation may contribute to progress, as it may in the application of science and technology generally to the solution of local problems.

The EEC thus sees inter-university cooperation as a means for strengthening the country's capability to produce the human and material resources.

It will reduce its dependence on external expertise, while simultaneously providing fields of research interest and a focus for training for the participating parties. This implies a degree of commitment from the parties, that should ideally precede and certainly extend beyond any period of EEC financial support. The EDF contribution is intended to facilitate, and to give an impetus to long-term collaboration in fields of common interest and mutual benefit. This common interest should be embodied in a well-defined objective in a specific sector and — ideally — should be directly related to development cooperation activities.

Inter-university collaboration is most likely to have lasting impact on institutional development if it is concentrated in specific subject areas, while employing a "package" of instruments such as those enumerated above. These activities generate costs over and above those that can normally be met entirely from a university's operating budget. It is such costs that the EEC can consider helping to meet.

There, in essence, is the criterion of success from the point of view of the technical cooperation programme that funds such activities; it is not whether they produced major contributions to the advancement of science, but whether they have helped to strengthen an institution's ability to inculcate habits of mind, to impart knowledge and techniques that will be applied to the betterment of the society that houses it.

Much, however, will depend on the success of third world institutions — and of their analogues in Europe — in defining their role as active partners in the development process and in formulating practical link projects that complement and support programmes in key development areas.

Annex

LIST OF INTER-INSTITUTIONAL COOPERATIONS FINANCED UNDER THE LOME AGREEMENTS

1. LOME

NIGERIA

- Nsukka-Dublin (roots and tubers marketing and processing; systems analysis) — Lome I;
- Ife-Trieste (appropriate building techniques, low cost housing) — Lome I
- Owerri-Delft (soil erosion control) — Lome II
- Zaria-Hedeselskabet (soil erosion) — Lome I (phases 1 and 2)
- Lome II
- Jos-Durham (environmental management) — Lome I and Lome II (phase 2)
- Nsukka-Leuven (farming systems) Lome II;

— ZIMBABWE

- University of Zimbabwe — Free University of Amsterdam (Science Teacher Training) Lome II;
- Veterinary Science Faculty of the University of Zimbabwe — University of Utrecht (Veterinary Science Education and Training) Lome II.

Botswana, Ghana, Lesotho, Papua, New Guinea and Swaziland are other Commonwealth Countries where EEC-funded university cooperation programmes are either under way or imminent.

In the context of its cooperation with countries of the Mediterranean basin, the EEC has also contributed to various links with institutions in Egypt and Jordan.

RESEARCH AND ITS APPLICATION IN NIGERIA

By
Prof. E.U. Emovon, F.A.S.
Federal Ministry of Science and Technology, Lagos

THIS occasion of the Silver Jubilee Celebration of the National Universities Commission, is no doubt opportune for an indepth discussion of the place of scientific research in the development of Nigeria. Scientific research of an applied nature has been with us for close to a century now. One of the oldest institutions devoted to the activity was what used to be the Moor Plantation, Ibadan. A great deal of agricultural research was carried out in Moor Plantation during the colonial days. Much of what was discovered is presumably still locked up in files. With the establishment of universities in Nigeria, academic research on fundamental problems entered the scene. Over the past few decades, government has set up a number of research institutes devoted to the investigation of specific problems of national interest. What I would like to do in this brief address is to discuss the Organisation of Scientific Research in the country from the point of view of someone who has participated in fundamental research as a teacher, has managed research funds as a university administrator, and now supervises the formulation and implementation of government policy on scientific and technological research.

ORGANISATION OF RESEARCH IN NIGERIA

Scientific research can be divided into two broad categories, namely those that have immediate application to technology, and those that have no immediate application, but could conceivably become useful at a future date. Each of these is very important in its own right. The relative importance one attaches to them from the point of view of funding, however, depends on what the goals of the funding agency are. In Nigeria, government is the main source of research funds. Research in the universities has tended to be mainly of the fundamental type. This, no doubt, derives from the traditional view of the university as a place where knowledge is pursued for its own sake, whatever that means. Most developed countries have, however, over the years become aware of the short-comings of such a view-point, and have in increasing numbers made arrangements for the participation of universities in research that is inspired by the immediate and long-term demands of the particular society in which they live. One advantage of this is that the possibility of funding from the private sector, where the profit motif is particularly pronounced, is heightened. In contrast with the universities, the research institutes have as a rule been guided by applications in their work. This is as it should be, since they, alas, do not have the academic freedom of the universities. They work within guidelines set by government through the Ministry of Science and Technology. Recently, this ministry has had to reorganize the mandates of each of its 24 research institutes in order to produce a greater focus on specific problems of national importance. There probably is no harm in requiring that university reasearch that attracts governments funds be also focussed on specific problems of national relevance.

Areas of Research

When one talks about research that has national relevance, one pre-supposes that there are guidelines that would indicate to all and sundry what these issues are. Indeed there are such guidelines. They are encapsulated in the National Science and Technology Policy, which was launched in 1987.

This policy spells out in clear, in general terms what our national objectives are, and how one should set about attaining these objectives. I can only refer you to it for the details of what it contains. Briefly, however, one can say that scientific research in Nigeria should be conceived in such a way as to lead to applications aimed at:

(a) producing actual goods and service;
(b) creating and developing an endogenous science and technology base;
(c) arousing latent energy in youth, and hence motivating creative output;
(d) increasing and strengthening the theoretical and practical scientific base of the society; and
(e) generally enhancing national development and the well-being and quality of life of the society.

Within these broad guidelines, there is ample room for research of both fundamental and an applied nature. Both should be nurtured, but whichever one choose, one must be mission-oriented in one's approach.

From cursory glance at the problems that confront us today, it is clear that the areas that require the greatest attention of our research and development programmes lie in the areas of:

(a) food production, food preservation, and food processing;
(b) Medical instrumentation, to go hand-in-hand with the steadily increasing number of medical personnel that issue from our universities;
(c) Design Engineering and the manufacture of technical consumer goods, especially those in the areas of electronics and automotive engineering;
(d) Science Laboratory instrumentation, to ease the difficulties of conducting basic research in the universities and research institutes;
(e) Energy research, to assist in the exploitation of our vast and varied natural resources.
(f) Data collection, storage and retrieval, without which we cannot plan meaningfully;
(g) Technology Transfer methods, to enable us not only acquire foreign technology most efficiently, but also to enable us transfer effectively the results of our research findings to the Nigerian consumer. In the agricultural sector, this is usually known as extension services. But the problem applies equally to the industrial sector. The results of research in the laboratory are not meaningful unless they can be transferred to users.

The Federal Ministry of Science and Technology is placing great store on the deliberate structuring of the dialogue between the inventor and the entrepreneur as one means of ensuring that bright ideas do not lie waste. We are working on how best to do this. In this connection, we have established a forum at which the researcher and the entrepreneur can interact. This forum, Consultative Committee on Science and Technology, is composed of research scientists and technologists, industrialists, and government. Problems, solutions and ideas are exchanged at the interface. In the agricultural sector, we are intensifying the work of the extension services divisions of the various research institutes, and hope that with the co-operation of the various State Governments and of our sister Ministries, some definite advances will be made in the shortest possible time. In the industrial and energy sector, research that has application may be seen principally as research that dwells on value-adding to our primary resources on the one hand, and research that finds local raw materials as substitutes for imported inputs, on the other. In the former case, government should in the shortest time possible make it mandatory that export of our raw materials (products) should be with value-added. For example, cocoa beans will promote investment in research as well as create jobs.

With the rapid development of the computer industry, the nation's research effort must be turned also towards the hardware and software aspects of computer science. It is now known that computer simulation is an important tool

for research. It follows that access to computer systems must become easier, if we are not to lag behind in the matter of applicable research. If we depend entirely on imports for our needs in the areas of computation, then we are subject to the vagaries of foreign exchange transactions, and to the politics of trade tariffs. Research in Nigeria must be focussed towards our acquisition of local expertise in the area of computer design and manufacture.

PROBLEMS OF RESEARCH

There are a number of problems that beset research in this country. The one which most scientists will mention as the primary constraint is the lack of sufficient funds. Indeed scientific research is not yet funded as optimally as it should be. Indeed, it has been recommended by international organisations including the Lagos Plan of action that developing countries like Nigeria should invest about five percent of her Gross Domestic Product in research in order to make appreciable development. At now, Nigeria invests less than one percent. However, the situation has been improving in recent times. There are other problems.

Let us start with the universities. In the old days, it was not unusual for a scientist to build a substantial part of his equipment *ab initio*. It was then possible for the initial funding of projects to be modest, and for the funding to grow as the project develops. Nowadays, it would seem that most scientists prefer to buy their equipment off the shelf The result is that in an era of diminishing foreign exchange, very little instrumentation finds its way into the universities, and a large number of academics are actually not doing much research. This is an issue that should be looked into in some detail.

In the research institutes run by Government, there is some real danger of the traditional machinery of Government affecting the pace and the enthusiasm with which research could be pursued. We are doing all that we can to remove such problems. By and large, that largest problem of the institutes is the underutilization of available resources due to the lack of adequate personnel. Thus the problems of the universities and those of the research institutes are an inversion, one of the other. A closer working relationship between these sectors is therefore one obvious solution to this problem.

ROLE OF MULTINATIONALS

The bulk of the productive industrial activity of this country is largely in the hands of multinational companies, although it is true that local involvement is slowly growing. The Nigeria Enterprises Promotion decree has accelerated indigenous participation in the economy of this country. Thus there are now many businesses owned either wholly by Nigerians or jointly with multinationals. There is therefore the age-old problem of basic research on products and processes not being performed here in Nigeria, but in the foreign home base of the companies. Applicable research is best carried out within the context in which application is realized. This is why this matter of locally-based research and development effort on the part of multinational concerns needs to be looked into afresh. It might be necessary for appropriate legislation to be developed so as to encourage the kind of development one envisages here. Luckily the present administration has included in the incentives for industrialisation measures to promote research, within the country as a back-up for competitiveness of our products. The emphasis on research is not simply scientific. We must also be conscious of the technological aspects. Sometimes it is difficult to know where science stops and technology takes over. This is why it is always safer to take the two as an inseparable pair. In the same way that science forms the basis of technology, technology also supports the development of science in an obvious way. With regard to applications, research in technology leads to a refinement of methods and processes. For example, the use of computers to control machines on the shop floor leads to greater precision and reproducibility of products. Microprocessor — Controlled systems remove the problems of human error especially with routine operations that induce fatigue in a human operator. Multinationals have access to development in the field of technology in their homelands. It therefore behoves them to devise schemes for transferring these development to processes and methods used in their plant here in Nigeria.

GENERAL OVERVIEW

Scientific research in Nigeria is at a stage where it needs a shot in the arm. We have made

all the mistakes we need to make in planning, development, and disbursement of funds. The NUC, through the Federal Ministry of Education has to find a way of working hand-in-hand with the Federal Ministry of Science and Technology to rescue the universities from the quandry in which most of them are at the moment. Industry on its part has to show more initiative in the matter of using local talent in its research and development efforts. While we are on the threshold of industrialisation, we are also at a phase of producing goods for international market. We can only make an inroad here if our goods are competitive both in cost and quality. Research and development are the answers to achieving these objectives. The researcher on his part probably needs to reappraise the role of improvisation as it relates to instrumentation.

There are areas in which improvisation may not be possible. But there are also many areas in which the experience of great countries like India in the matter of self-reliance may well be the solution to our problems.

Whatever is the case there is no doubt that unless we integrate the possibility of application into our research plans, the issue of national relevance may well remain an illusion for a long time to come. The clientele of researchers are eager to see concrete evidence of application of research results to encourage them to put more money into it. Funding research is an investment and the investors must necessarily look forward to high dividend.

This throws a challenge on the researchers to be mission-oriented but also realising that fundamental research is essential for enlarging the store of knowledge. The clientele must also be prepared to invest in developing research results to achieve progress and economic growth.

REMINISCENCES OF THE ESTABLISHMENT OF THE UNIVERSITY OF NIGERIA, NSUKKA

By
Chimere Ikoku
Vice-Chancellor
University of Nigeria

THE BUILDING BLOCKS

THE establishment of the University of Nigeria is a story of the culmination of Nigerian Nationalism, of courage and of hope. It is a story that epitomizes the wider aspects of the nation's efforts at development since, in many ways, the university has had a destiny inextricably intertwined with the destiny of the new Nigerian nation. The parallels seen in the ups and downs of the history of both the university and the country, whose birthdays were separated by only six days, seem to suggest similar sources of influence acting on members of the same age grade.

The story must, of necessity, start with the perceived limitations of the good work done by the University College, Ibadan. When in 1948, Ibadan, opened its gates to only 104 students, it was being cautious, anxious that the experiments already tried in Sierra Leone, Ghana and the West Indies, should be introduced gradually into Nigeria. It was concerned about standards which would develop during a period of tutelage under a tested and accepted university. The University of London was such a mentor which awarded its degrees to those adjudged at Ibadan to be fit for such certification.

Ten years after its inception, Ibadan had produced less than a thousand graduates while the applications for places continued to reflect the increase in the number of successful secondary school leavers. According to the University of Nigeria Progress Report,[1] the bulk of the school leavers came from the then Eastern Region. It must be noted here that the caution and conservation stance taken by Ibadan was not accidental. It was part of a scheme by the colonial administration to produce specially-trained high-level manpower to further its colonial policies and ensure a trusted civil service that could sustain the country's self government.

These seemingly altruistic policies had three discernible strands. The first was the Durham formula which meant in West Africa the eventual transfer of political power to nascent nations. The second was the British belief in the territorial individuality of her colonies. In Nigeria, this had meant the introduction of institutions that provided the conceptual framework for the emergence of a nation. Some of these were legislative councils, decentralized power loci and some level of budgetary autonomy. The unintended result of these measures has been the provision of foci for nationalist pressure.

The third and most pertinent was the influence of the Christian missions in the field of education — an influence that produced a small but historically important crop of dissatisfied Nigerians. The fact that those educated one were largely excluded from the exercise of leadership introduced into the country a rather frustrated but articulate minority. They learned in schools the value of national tradition, the need for collective action, the virtue of resistance to authority under a relative freedom of speech, the maximization of the political opportunity of association Britain allowed her subjects; and they put the knowledge acquired into the nationalist struggle when the British

failed to use those resources. The point here is that restriction of access into the institution of government formed for nationalists another line in their list of grievances.

Critics of Ibadan, therefore, saw its restrictive admission policies and its offering of classical university disciplines in line with London's directives in terms of the proverbial colonial education. To them, colonial education was enlitist. It meant the nourishment of the colonial apparatus and had no relevance to the needs of the students and nation. Unfortunately, the special treatment given to the few "favoured" students gave the impression that they were meant, on graduation, to fit into well laid out responsibilities from where they could hardly rock the boat.

On the other hand, reports of groups that examined the question of higher education, while acknowledging the good work Ibadan was doing, called for improvements. The first was the Report of the International Bank Mission on the Economic Development of Nigeria, which in 1954, stated that Nigeria needed many times more graduates than Ibadan could provide. It also suggested that there should be a greater variety of courses than were found in conventional universities and such courses should be related to solving the pressing problems of the country.[2]

The report also cited Sir Gordon Guggisberg as saying that the British would never succeed in Africa "if the sole place in which the African can get his higher education and his professional training was to be Europe... We must aim at giving the whole of our education locally, and, where it is essential that an African should go to Europe for the final steps to enter a profession, we must arrange our system in such a manner that his absence will be reduced to the shortest possible time and the foundations of his character firmly laid before he goes..."[3]

The second was the Report on the Economic Rehabilitation of Eastern Nigeria which emphasized the idea that the aim of education in Africa should be to develop the youth of the continent and prepare them for service. Section 146 specifically stated as follows:

> In order that the foundation of Nigerian leadership shall cease to imitate the excrescences of a civilisation which is not rooted in Africa life, a full fledged university should be established in this Region without further delay. Such a higher institution of learning should not only be cultural, according to the classical concept of universities, but it should also be vocational of its objective and Nigerian in its concent.[4]

The third was the Cook-Hannah-Taggart Report of 1958 produced by Dr. J.W. Cook from the Inter-University Council for Higher Education Overseas and the International Cooperation Administration of the United States represented by Dr. J.A. Hannah and Dr. G.L. Taggart. The report considered the proposal to establish the University of Nigeria both desirable and feasible and recommended that the university should address itself to the problems of the country and indeed of emergent nations. It urged the university to develop curricula that must embrace knowledge deemed essential for Nigerians.

All things considered, it will be safe to assert that these three reports provided the impetus for the establishment of the University of Nigeria. However, they can, at best, be regarded as rationalisations of the wishes and lamentations of Dr. Nnamdi Azikiwe as enunciated two decades earlier in his *Renascent Africa*. In this book, Dr. Azikiwe had emphasized the importance of education as an agent for intellectual emancipation and lamented the absence of African universities that cater for African sensibilities.[5]

It can also be stated that the establishment of the University of Nigeria represented the culmination of the nationalist struggles of the various political parties irrespective of their peculair convinctions. The push for political sovereignty went on pari passu with the drive for intellectual emancipation. The founding fathers, who were also in the forefront of the nationalist struggles saw the strong link between political and intellectual freedom. Perhaps, this is the explanation for the seeming haste to start the same week Nigeria became independent. As Dr. Azikiwe, now the Owelle of Onitsha, told a meeting of the University's Provisional Council on March 3, 1960, it was imperative that a decision should be taken to inaugurate the university in 1960 otherwise "it would become an election issue at any future elections."[6]

It is thus clear that the University of Nigeria represented what has been referred to as "the

independence era universities."[7] It was the first university to be conceived as a result of Nigerian initiative. It was the first to depend for its initial funding on the profits from the toils of the farmers through the Marketing Board of Eastern Nigeria. It was the first to take advantage of the new national independent status to shop around for new ideas and staff enough to make it intensely international yet retaining its distinctive Nigerian and pan-African posture.

THE PHILOSOPHY

The philosophy of the University of Nigeria is embodied in the following:

To seek Truth,
To Teach Truth, and
To preserve Truth.

This falls in line with the philosophies of such great institutions all over the world. However, the university has an additional philosophy which is rooted in the need for universities to act as products of the social order and as incentives towards intellectual development as a basis for tackling the pressing problems of society thereby raising the status and stature of human beings therein. "To restore the dignity of man" which is not only a philosophy of the university but indeed its motto is thus informed by the basic tenets that went into the conceptualization of the university and represents a succinct and profound summary of its mission.

The University of Nigeria Law of 1955 was, therefore, passed to establish a university whose curriculum, research and other activities would relate closely to the social and economic needs of Nigeria. The education envisaged at the university was such that would engender self-realization in a country where national consciousness, national culture and national identity were yet inexistent. In other words, the university had a mandate to prepare graduates who would be free mentally, economically, socially, spiritually and morally just as the spirit that ushered in political independence.

In an address to the provisional council of the university, the chairman hoped that the implementation of the philosophy would lead to the following:

(1) the creation of an opportunity for the youth of Nigeria to give play to their talent which is latent;
(2) the provision of skills for the clumsy hands of the unskilled;
(3) the enlargement of the vision of those who are circumscribed by historical forces;
(4) the restoration of hope to a frustrated people who are groping in despair whilst at the threshold of political freedom; and
(5) providing an answer to critics who, whilst well-meaning, betray unnecessary apprehension at the speed with which the ultimate mental emancipation of a colonial territory... is being consummated.[8]

In effect, the philosophy that nurtured the University of Nigeria was pragmatic. It was courageous. It was new and it was different. These factors and especially their representation of something that departed clearly and boldly from the inadequate and ineffective norm, in turn elicited one of the greatest volumes of criticisms ever hurled at the establishment of a national institution. A discussion of the criticisms, especially when considered in terms of sources and intensity, will make a very interesting reading and could indeed form a chapter on its own. Suffice it to say that the critics were highly placed individuals, influential organisations both at home and abroad and even government institutions. Twenty-five years after, and especially with the benefit of hindsight, it must be accepted that the most positive effect of the criticisms was the strengthening of the resolve of the founders to succeed. It must also be said that it was in those areas the university was pilloried and castigated that one can discern the contributions of the university to the development of higher education in Nigeria.

THE ACHIEVEMENTS SO FAR: AN EVALUATION

The achievements of an educational institution at the tertiary level, more often than not, are measured by the standard and performance of its products, the extent and level of research going on in it and the degree of acceptability it engenders in both the local and international community of scholars. The controversies generated by the establishment of the University of Nigeria were such that the first graduands were eagerly awaited to prove the critics right. Once again, these expectations drove both the

staff and students to work extra hard if only to show that a new idea can equally be a good one. True vision is indeed vindicated by historic successes.

The experiment was a success story. In numbers alone, the university was able to fill the vacuum created by the conservative policies that predated its debut. By its twenty-fifth anniversary, the interruption caused by the war years notwithstanding, the University of Nigeria, could boast of over 23,000 alumni/alumnae who are part of efforts at nation building in fulfilment of the dreams of the founding fathers. In terms of quality, one can point at numerous alumni/alumnae who constitute the top of their class in their respective disciplines and professions. However, these criteria must pale in the face of the various aspects where the university has blazed the trail.

The University of Nigeria was the first to strike out on its own without going through the apprenticeship system that had become standard practice in other parts of the British colonial empire. This courage to assert its independence made the university traverse not only the United Kingdom and the United States in search of novel ideas and staff but as far afield as the Netherlands, the Soviet Union, East Germany and the Far East. It was willing to experiment to break with tradition where necessary.

One such break was starting off as an autonomous university right from the first day. The constraining psychology dependence incident upon a special relationship with an older university meant the muzzling of a revolutionary spirit. It is instructive that all the Nigerian universities subsequently inaugurated went the way of the University of Nigeria.

The 4-Year Degree Programme:

Another area was the 4-year degree programme which the Nsukka experiment brought into Nigerian higher education. Hitherto, to qualify to enter London or Ibadan, a candidate had to pass the London matriculation examination or the General Certificate Examination, Ordinary Level with at least five credits in five subjects including English Language and Mathematics or a science subject. In addition, those admitted were required to pass an Intermediate examination (now known as the GCE Advanced Level) before they were allowed to proceed to the final B.A. or B.Sc degree.

Later, following the practice in England, the sixth form was introduced in Nigeria and candidates had to pass three subjects at advanced level before admission. Ibadan, in 1956/57, was promoted to introduce a one-year preliminary science which candidates must pass to be allowed into the 3-year degree programme. When the University of Nigeria chose to start a straight 4-year programme in addition to the direct entry mode, it was criticised as lowering standards. One such criticism came from the National Universities Commissions report in 1963. In the report, the commission held that it was difficult to compare a degree earned after four years with that earned after three years with an Advanced Level GCE. While recognising the possible remedial contribution of the General Studies programme, it concluded that in academic achievement, four years from Ordinary Level at Nsukka would not be equivalent to three years from Advancked Level at other universities.[9] And yet the truth was that the Sixth Form experiment had failed to produce the requisite number of candidates for the universities!

Other universities that have adopted the 4-year mode seem to have been persuaded of the efficacy of the new system by perhaps the quality of the University of Nigeria alumni. The subsequent introduction of the 6-3-3-4 system, which means that every Nigerian university will be required to mount a 4-year degree programme, is a further vindication of the experiment started at Nsukka in 1960.

The General Studies Programme:

The aim of the General Studies programme which the university introduced was "to establish the broad basis of knowledge required for effective modern citizenship and to indicate the unity of existence by stressing the interrelationship of all knowledge... In conjunction with the student's major studies, the Division of General Studies prepares the graduate for useful service to Nigeria and mankind, in any place or in any capacity in which he finds himself.[10]

The programme consisted of courses in the Use of English, Natural Science, the Humanities and Social Science and was designed originally to cover 48 credit hours or a year's work. The university considered the courses

essential for the successful performance of its graduates in whatever endeavours they may find themselves. Grades obtained in the courses were taken into consideration in the computation of the final degree results. Following a review of the curriculum, the General Studies credit hours were first reduced to 27 credits. They were further reduced from the 1966/67 level of 27 to 24.

Although all the universities in the country have now accepted the principle of general education for every undergraduate, its introduction into the system was a definite break from the specialised British-type honours degree. Such specialisation made a student study, from his first year, that subject to which he was admitted. The emphasis being advocated for a broad and relevant education for informed and meaningful citizenship can be regarded as deriving from the pioneering attempts of the General Studies programme at the University of Nigeria. In this lies one of the greatest legacies the university has left for posterity and the nation.

The Course System:

The university introduced the idea of breaking down each discipline into a number of courses. Each course is further described in detail to show its objective, scope and prerequisites. A specific number of credit hours is also assigned to every course, the normal computation being one credit hour per term for each time the class meets (usually for an hour) during a week. Each degree programme consists of major course, required ancillary courses, electives, language (in the faculty of arts) and General Studies courses. The grades of all the courses count towards the degree. In adddition, there are degree papers (usually between 5 and 7 taken at the end of the fourth year). The grades obtained in the final degree papers count for 50% of the results while the other 50% is made up from the grades obtained up to the penultimate year.

The course system and the computation of the degree results brought in its wake continuous assessment. Unlike the system where the only examination that mattered was the final degree examination, the undergraduate at Nsukka had to realise that he started his degree examination right from the first session. That way, students were expected to attend classes and pass an examination in each of the courses for which they registered. Any student who missed lectures or neglected any courses, be they in General Studies or electives found out that the time wasted was faithfully reflected in his cumulative grade point average.

The continuous assessment now accepted in the Nigerian School system, from the tertiary down to the primary level, is a strong testimony of the pioneering efforts of the University of Nigeria.

Vocational Studies:

A remarkable aspect of the story of the University of Nigeria is its belief in inculcating in its products the spirit of service through finding solutions for the pressing problems and needs of the country. The formulation of the academic programmes was therefore geared towards the development of a pattern which would transfer the requisite skills. The introduction of those disciplines with vocational and professional emphasis was part of the effort to fulfil the aims and dreams of the founders. The following degree courses which have now become part of the Nigerian university system were introduced by the University of Nigeria: Business Administration, Education, Finance (Accountancy), Architecture, Fine and Applied Arts, Journalism (Mass Communication), Home Economics, Music, Estate Management, Surveying, Health and Physical Education, Vocational Agricultural Education, Vocational Business Education, Vocational Industrial Education and Marketing. The aim was to promote high level general and practical education, in addition to the conventional courses, for the enhancement of the country's development.

The objective was not to describe in detail all the contributions of the university to the development of higher education in Nigeria. The attempt has been to point out the major landmarks that made the University of Nigeria the trail blazer it has turned out to be. What is left is to record here once again the gratitude of the Nigerian people to those founding fathers whose conception of a University of Nigeria has revolutionised the university system; to the oversea advisers and partners, for their faith in the feasibility of the project; to the Federal Government, through the National Universities Commission, for diligently husbanding the institution especially after the

unfortunate civil war that devastated its facilities and vigorously shook its psyche.

THE FUTURE

In my address at the 21st Convocation and Silver Jubilee ceremonies of the institution on December 06, 1987, I summarised the philosophy and objectives of the university as follows:

> The university was conceived as a nursery of African renaissance, a departure from the then prevailing dominant convention in higher education inspired by our historical links with Imperial Britain. It was conceived as an arena for dedicated innovativeness and evolution of courses conducive to producing the requisite manpower for a new born nation grappling with challenging developmental problems; a locus for instilling the spirit of confidence and service to the nation through its undergraduate programmes and for ensuring, through its General Studies programme, that integrative view of knowledge which reinforces the need for a balanced interpretation of the physical and social environments, interdependence of all human endeavours and tolerance for alternative veiws.[11]

As we look forward to the National Universities Commission's Golden Jubilee in another twenty-five years, the future looks bright. The hope is that the NUC and the University of Nigeria, as indeed all other universities, will continue their partnership in progresss. The disparate efforts of all the universities should now be channelled into a new plane of interlocking projects that will enable them contribute to solving the country's problems. The National Universities Commission is in an auspicious position as the co-ordinator of the efforts. The starting point could be the consolidation of the gains made through the pioneering work of the University of Nigeria as stated in the above quotation of the incumbent vice-chancellor. The founding fathers of our universities had great visions and had the courage to face the problems of their time squarely. The best the universities can do is to come together and face the problems of today and move ahead confidently into the 21st century. If the progenitors of our universities were able to create something virtually from nothing, there will be no excuse if, given the foundations already laid, the universities now fail to be the fulcrum of the country's developmental efforts.

Nsukka
January 1988

NOTES

1. *University of Nigeria Progress Report,* 1960 p. 1
2. *The Economic Development of Nigeria.* (Report of a mission organised by the International Bank for Reconstruction and Development) Lagos, 1954.
3. University of Nigeria, Eastern Region Official Document, No. 2 of 1958.
4. *Report on the Economic Reconstruction of Eastern Nigeria* 1959. Quoted in the Foreword to *University of Nigeria.* 1960-85: *An Experiment in Higher Education.* University of Nigeria Press Limited, 1966. p. xiii.
5. *Renascent African,* Lagos, Zik's Press, 1937. p. 140.
6. A speech as Chairman of the Provisional Council, at the inaugural meeting of the Provision Council of the University of Nigeria, in *Zik: A Selection From the Speeches of Nnamdi Azikiwe.* Combrige, 1961, p. 297.
7. V.C Ike, *University Development in Africa:* The Nigerian Experience, Ibadan, O.U.P., 1976, p. 16
8. *Zik:* Op. cit. p. 300. Dr. Nnamdi Azikiwe, the first Chairman of the Provisional Council, is now the Owelle of Onitsha. Details can be seen in, Federal Ministry of Information, University Development in Nigeria: *Report of the National Universities Commission,* Lagos 1963, p. 13.
10. *The University of Nigeria 1964-1965 Calendar, p. 36.*
11. *The University of Nigeria at 25: A compilation of Key Addresses presented at the Silver Jubilee Convocation Ceremonies of the University, Nov. 28 to December 6, 1986,* University of Nigeria Press Limited, 1987, p. 51

STUDENT UNIONISM ON NIGERIAN UNIVERSITY CAMPUSES: A CURSE OR BLESSING?

(Being the text of a paper presented by Mr. Segun Okeowo at the seminar marking the Silver Jubilee of the National Universities Commission (NUC) on 2nd and 3rd March, 1988.)

Eminent Members of the National Universities Commission
Distinguished Ladies and Gentlemen,

— 01 —

I wish to crave your indulgence to perform four brief rituals as a preamble to the presentation of my paper.

Let me, first and foremost, join other well-wishers in saluting and congratulating the National Universities Commission (NUC) on the celebration of the Silver Jubilee of its establishment and existence. Since the Ahmadu Bello, Lagos and Obafemi Awolowo Universities are agemates of the National Universities Commission and are also marking their 25th birthdays, I will like to split the NUC congratulations and give some to these institutions. Many happy returns to Mother NUC and her 25-year-old triplets.

Secondly, I wish to thank the National Universities Commission for asking me to participate in this historic seminar which is designed to take stock of the Commission's achievements, failures and problems during the last quarter of a century.

Thirdly, permit me to dedicate my presentation at this seminar to the memories of the several Nigerian students who had laid down their patriotic lives in the performance of National Student Union assignments, either on the campuses or elsewhere. I particularly wish to single out the victims of the 1978 students' crisis (Alimun'go) whose 10th 'in memoriam' comes up this year. May their patriotic souls rest in perfect peace and keep on solidifying the unity of this potentially great country of ours.

Finally, permit me to slot in a quick message of solidarity and camaraderie to the past, present and upcoming Nigerian student union activists, students of Nigeria arise: the struggle continues:

— 02 —

The consciousness that informs the National Universities Commission (NUC) in the choice of this topic must, perhaps, be commended for four reasons.

In the first place, the topic seems to have now soberly acknowledged the views credited to Chief of Staff Brigadier Shehu Musa Yar'Adua at the opening of the 21st NUNS Annual Convention holding in the University of Lagos on Monday November 19, 1977. Said Brigadier Musa Yar'Adua: *The duty to rectify the state of affairs in our educational institutions rests as much with the government and school authorities as it does with the students.* It is hoped that the National Universities Commission (NUC) will always regard this view as a working catechism.

The topic also seems to have been informed by the maxim which states that *the liberation of the people is the ultimate of all genuine intellectual pursuits. Any educational or intellectual attainment is fake and counterfeit which does not set the liberation of the people as its target.* This maxim appears to be what the one time executive secretary of the National Universities Commission, vice-chancellor and now educa-

tion minister, Professor Jibril Aminu, had mildly in mind when he too in 1977 at the same 21st NUNS' Annual Convention, said: *Our Universities must aim at training young men and women of honour, with a good understanding of the purpose of human life, with the will to serve in order to lead and who will use their education to enjoin the good and forbid the evil.* But if we agree on the concept of "liberation of the people" we must also agree on the target: It must be liberation from *ignorance, poverty* and *disease.*

One can hopefully expect that the dawn of desirable consciousness assumed by the topic will be reinforced by the views of another one-time vice chancellor of the Univeristy of Lagos and a recent National Merit Award Winner, Professor J. Ade Ajayi, yet at the same 21st NUNS' Annual Convention in 1977 when he said: *We are often impatient with youth and we demand maturity and responsibility from them. Certainly, we take steps to curb any tendencies towards recklessness and violence. But the greater danger to fear is youth without a sense of idealism, vision and daring.* Indeed, the words of our elders are words of wisdom.

Finally, the choice of the topic also appears to have been informed by the consciousness that *no reasonable or responsible nation can afford to eliminate its effective youths from participation in its national affairs.* That is why it is believed in many circles that students are the most consistent custodians of the conscience of any nation. They form the revolutionary vanguard of the nation and the people. Today, however, bubbling calories of patriotic energies of Nigerian effective youths, students in particular, lay waste and fallow all over Nigeria. This is, to say the least, most unhealthy and undesirable for Nigeria because the devil, they say, finds work for the idle hand. We very much believe that the present administration will attempt to succeed where its predecessors had failed. This type of national seminar is the beginning of such success. Of course, this envisaged success cannot but be achieved under the regime of a master mass mobiliser of a president like General Ibrahim Babangida who aspires to make every conscious group part and parcel of his administration. It has been noted, though, that no significant success can be achieved in the realm of genuine national mass mobilisation without the involvement of Nigerian students.

With this backgrounding, I can now proceed to the topic of the seminar: *Student Unionism on the Nigerian University Campuses: A Curse or Blessing?* My approach will be tripartite. I will begin with some historical appraisal of student unionism in Nigeria, I will continue with a comparative evaluation and I will conclude with a projectionist optimism — all based on my more-than-ten-year experience in intensive campus and national student unionism.

— 03 —

Nigerian students involvement in the Nigerian struggles dated back to the mid-twenties with the coming together of African students in the Great Britain and the United States of America. This was later followed by the formation of the West African Students Union (WASU). Most of the men who later became the political stalwarts of the West African countries were then members of the WASU. At this time, they formed the militant nucleus of the Nationalist Movements in each of these countries. In Nigeria, for example, there was an acceleration of constitutional reviews leading to the giving way of the Hugh Clifford's Constitution of 1922, the Bernard Bourdillon's of 1935, the Arthur Richard's of 1947, the John Macpherson's of 1951, the James Robertson's of 1956 and the Independence Constitution of 1959.

In 1956, the NUNS was born with Mr. Emmanuel Obe as the first national president. The first national protest was registered that very year against the visit of Queen Elizabeth II to Nigeria. When Ghana became independent in 1957, Nigerian students staged a demonstration against the colonial administration demanding an immediate independence for Nigeria too. Consequently, Western and Eastern Regions became self-governing in 1957, the Northern region in 1959 and the whole country in 1960. (As an aside though a significant aside, Nigerian students are proud to recall that Mr. Emmanuel Obe died, on active service as Nigerian Ambassador to Senegal in 1978. May his soul rest in peace.)

November 1960 marked the first major confrontation between the Nigerian students and the Nigerian government. Less than two months after independence, the Balewa-Azikiwe

regime was bent on signing the obnoxious Anglo-Nigerian defence pact. Under the leadership of Mr. Osita Okeke, the 1960/61 NUNS president and Dapo Falase, the president of the Univeristy of Ibadan Students Union supported by the Nigerian Youth Congress led by Dr. Tunji Otegbeye, a masculine demonstration was mounted by the Nigerian students in Lagos against the obnoxious and reactionary pact. The University of Nigeria, Nsukka, led by B.I.C. Ijomah, could not come to Lagos owing to distance but gave substantial solidarity.

It will be of historical interest to note what the then minister of defence, Honourable Alhaji Ribadu, had to say about the students demonstration. He, not only condemned the protest but alleged that *certain forces were determined ... to bring the government to public ridicule and contempt ... by the use of trade unions and students.* It will be significant as well, to note that the *Daily Times* editorial of November 29, 1960 described the protest as *an act of irresponsibility on the part of the students.* The student leaders who were charged to court were defended, free of all charge, by five lawyers: Messrs Sobo Sowemimo, Femi Okunu, Adewale Thompson, Abayomi Disu and Aliyu Ekineh. The students were cautioned by the Magistrate to be of good behaviour for one year. He then discharged them on the ground of *youthful exuberance.* I have traced this historically recorded role played by the government, the press and the court to draw the parallel with what happened 18 years later during the April 1978 NUNS Jihad for democratisation of education alias 'Alimungo'.

In spite of the allegations of youthful exuberance, charges of irresponsibility, insinuations of external teleguide and other forms of blackmails, the obnoxious Anglo-Nigerian defence pact was abrogated. Imagine what could have happened seven years later when the civil war broke out.

Another dynamic role played by the Nigerian students in challenging the revolting 'status quo' was the one led by Isaac Jasper Adaka Boro, president of the University of Nigeria, Nsukka Students' Union for the 1964/65 session. After the controversial December 1964 federal elections, Adaka Boro dragged both the prime minister (Sir Abubakar Tafawa Balewa) and the president (Dr. Nnamdi Azikiwe) to court over the conduct of the election. Although he withdrew the suit later, such a struggle for ensuring political justice is a progressive feather in the dynamic cap of Nigeria students.

Because we were the central figures in the 'Jihad for the democratisation of education' in Nigeria, modesty will not permit us to give an evaluation of the 'operation's consultation, consolidation and confrontation' of April 1978. This we leave to posterity. And what was our crime? We agitated for the elimination of illitracy and eradication of ignorance. And for that, about nine of us were gunned down. We were illegally detained. We were ejected from the Constituent Assembly. We were rusticated from the universities. But we had no regrets. The blood of our martyred colleagues had watered the nursery of Nigerian national solidarity.

On the primary level, the history of student unionism in Nigeria is the history of 'tears, sweat and blood.' It is the history of teargas, batons and bullets for the Nigerian students. It is the history of trigger-happy sadism and exuberant vandalism on the part of the Nigerian Law Enforcement Agencies. Indeed, it is the history that compares, fundamentally, with the systemic dehumanisation for which Soweto and Sharpville are universally notorious. The picture may look monstrous but the catalogue of catastrophies which Nigeria had recorded for her students and their sympathisers are there as documentary evidences. Some of them, within the last two decades, include the police-student conflict at the University of Ibadan in 1971, the police/military vs NUNS scenario of 1978, the police-students clash at the University of Ife of 1981 and the Ahmadu Bello massacre of 1986. In these four episodes mentioned above, not less than twenty known Nigerian students were sent to premature graves all over the country.

On a secondary level, the history of student unionism in Nigeria is the history of a truncated national aspiration. I speak of the national aspiration as contained in our National Anthem and the National Pledge. Whatever negative comments any analyst may choose to pass on the institution of student unionism in Nigeria, no analyst will deny the following fundamental

contributions to the growth of the Nigerian nation:

(i) Nigerian students and the crusade for the acceleration of Nigeria's political emancipation from colonial bondage before 1960.
(ii) Nigerian students and their defence of Nigeria integrity as demonstrated during the proposed Anglo-Nigeria Defence Pact of 1961 in the days of Balewa and Zik.
(iii) Nigerian students and their exemplary display of patriotism during the Nigerian Civil War between 1967 and 1970.
(iv) Nigerian students and the national jihad for democratisation of education (otherwise known as Alimungo) in 1978.
(v) Nigerian students and the national struggle against commercialisation and rationalisation of education between 1985 and 1986.
(vi) Nigerian students and the NYSC programme since 1972.

If you match our National Anthem and Pledge against these specified struggles, you will see what I mean when I talk of a truncated national aspiration. This is because whenever Nigerian students *arise as compatriots to obey Nigeria's call to serve their fatherland with love and strength and faith,* are they sure *the labours of their heroes* past shall not be in vain? By the way, what are those labours of the heroes past? Which leaders — ballot or bullet — are we praying to be guided aright?

What truth are we requesting God to help our youths to know when almost all the effective youths of the land have been sent to sudden cemetries for daring to speak the truth? What lofty heights are we praying to attain? Can peace and justice reign in a planless nation? Has Nigeria ever experienced peace and justice since its independence in 1960? These sensitive posers are what constitute the elements of what I refer to as a truncated national aspiration. The war of words between Professor Wole Soyinka and Chief Bola Ige in 1987 on whether we young Nigerians are a wasted generation is yet another dimension to the truncation I speak about. It is the patriotic pursuit of these dialectical posers that usually bring about clashes between the Nigerian students and the several Nigerian authorities.

Coincidentally, students unionism in Nigeria, under the umbrella of the NUNS and NANS, had weathered through two rough republics. The first was the 1956-1978 republic which ended with the jihad for democratisation of education and which claimed several lives. The second was the 1979-1986 republic which ended with a re-enactment of the earlier crusade for democratisation of education and which also claimed several lives. As Nigeria is being systematically prepared for the third democratic republic, let Nigerians be reminded of the Nigerian students' consistent demand for democratisation of education — a single struggle for which they had collectively donated their youthful lives.

Their case is unambiguous, their demand is unequivocal and their demand is clear. One significant aspect of student unionism in Nigeria which a serious-minded analyst cannot but have observed is the nationwide mass solidarity and support which Nigerian students usually muster and sustain each time they embark on the *case, choice* and *demand.*
Their solidarity song has always remained formidable and invincible:

In NUNS there is no East or West
No South or North in NANS
Nigerian students are all one
Throughout the whole country.

This point of solidarity among Nigerian students is properly stressed by the presidential panel into the 1986 Ahmadu Bello University crisis when it noted:

"By way of comparison, the intensive demonstration by the Ahmadu Bello University students on the 20th April, 1978 which led to the death of six Ahmadu Bello University students was a solidarity reaction to the killing of Akintunde Ojo in the University of Lagos on April 18, 1978. A bond of blood relationship seemed to have since been established among all the Nigerian students, •he ban on NUNS notwithstanding.'
This seems to explain, therefore, why the report of the killing of students in Ahmadu Bello University of 23rd May, 1986 cannot but invoke a reciprocative sympathy and solidarity from other higher institutions in parts of the country, the University of Lagos in particular."

— 5 —

Today, students unionism on Nigerian University campuses is at the crossroads; it has been beaten and battered into an emanciated comma by several civilian and military administrations (except Ramat Mohammed's) through seasonal police massacres, rustications, expulsions and scape goating. Listen, for example, to this typical conversation between a Nigerian parent and a Nigerian student.

Parent: What are you fighting for?
Student: All we are saying, give us justice.
Parent: Who are you dying for?
Student: The Masses
Parent: Neither Nigeria nor Nigerians nor justice is worth dying for: Go and read your book, pass your degree and join us:

That is why *triangular studentship* is the order of the day, in Nigerian campuses today. By 'triangular studentship' is meant studentship which does nothing else in the campus other than moving from hostel to lecture to cafetaria and back to hostel without having anything to do with any form of cocurricula activities. A classical example of this the current anti-student unionist posture was recorded at the University of Ibadan in 1982 when only 63 students came out to elect the student union executive out of a population of over 15,000. The inadequacies of the triangular students are always exposed after their graduation from the university and the passing out from the National Service (NYSC). It is only then they begin to see "all we are saying." It is only then they begin to appreciate "all we are saying." Believe you me, by their dossiers we know men like Emmanuel Obe, Isaac Adaka Boro, Areoye Oyebola, S.K. Babalola, Yomi Feireira, I.C. Onuoba, Ebenezer Babatope, B.I.C. Iiomah, Yemi Ogunbiyi, Olu Adegboro, Tunde Folarin etc were once fire-brand student unionists on Nigerian University campuses. The student dossier of Professor Jibril Aminu does not deny his medical membership of the great University of Ibadan Students' Union.

On the comparative level, student unionism on Nigerian campuses in particular and Africa in general, cannot afford luxuries of their Western/European counterparts essentially because of the fundamental difference in our socio-cultural development and theirs. Countries like the United Kingdom, the United States of America and several other European Nations have attained the status of Nationhood centuries ago while we, in Africa, are just emerging as nation-states. Student unionism in these countries can therefore be satisfied with 'drug, drinks and disco' cultures and content with the John Kenedian dictum: *think not of what your country can do for you but what you can do for your country.* Here in Africa, nay in Nigeria, where we are still being bombarded with the incidences of mass ignorance, poverty and disease, student unionism cannot but be based on protest culture especially with governments whose stance is neo-colonial in structure and farcist in operation. Students have to demand what their country can do for them first before they can come back to serve the country. The input or investment has to be there first.

The only fundamental reason why Nigerian students are being called upon to hasten slowly and consider a reorientation in the conception and operation of student unionism is to enable them get organised. Nigerian students have, on several occasions, been betrayed by those who are expected to be their comrades-at-arms like the press and the labour unions. The result of such betrayal is that Nigerian students have had far more than their fair share of the Nigerian premature deaths while all their comrades usually did was to give loud but lousy solidarity orations at the grave sides like in 1971, like in 1978, like in 1981 and 1986. It is only those who have experienced the bullet death of their close university undergraduate relatives that can appreciate the loss. We had witnessed far too many and we do not want to witness any more. We do not want to be a party to sending Nigerian students into the battles of bullets with only biros in their bags. That was the basis of my participation in the 1986 presidential tribunal into Ahmadu Bello University crisis.

Nigerian students should not monopolise the irresponsible bullets of the Nigerian police who have almost institutionalised a seasonal destruction of the very people they are paid to protect. And now that police bullets are being 'democratised' all over the country — at checkpoints, in market places, in hotels, in nursery schools, in front of our stadiums, at rallies etc and killing the Dele Udohs, the Dawodu Brothers, — shooting lawyers at sight etc, it is hoped that Nigerians will now get the hard message that our delinquent police system

deserves more than mere sentimental outbusts each time another Nigerian is recklessly gunned down by the barbaric bullet of yet another trigger happy Nigerian policeman. We are aware that nothing frightens the lions of the Nigerian students in the jungle but in battle, a tactical withdrawal to replenish exhausted weaponry cannot be regarded as act of cowardice. It is fool-hardiness for a revolutionary to die a reactionary death. A reactionary death is one that does not promote the revolution.

— 06 —

The police is not the 'alpha and omega' of everything. The systemic campus administration which has institutionalised insensitivity through redtapist distancing of the authorities from the students thereby creating wide and deep communication gap is a dynamo of danger. This was how Professor Adeoye Lambo and Agunbiade's relationship began to weaken over the Apampa's cafetaria mismanagement giving way to the collapse that claimed Kunle Adepeju's life on February 1, 1971 at the University of Ibadan. This was what culminated into the strained relationship that led to the crisis between Professor T.M. Yesufu and Olori Magege in the University of Benin leading to Dr. (Squadron Leader) K.A. Aja Commission of Inquiry in May 1977. This was what paved way for the "rice crisis" between Professor Ango Adbullahi and Abdul Rahaman Black's executive in 1981 at the Ahmadu Bello University.

University Authorities should learn, at least, to diplomatically stoop to conquer sometimes. It is not an indication of administrative weakness so to do, nor is such condescension always negatively exploited but rather it is usually seen by students as a token of affection for them. Professor Hezekaiah Oluwasanmi was a good example of a simple yet revered vice-chancellor. May his soul rest in peace. It is the climax of administrative bankcruptcy for the leadership of a higher institution to delay arrogantly until all channels of communication had collapsed only to resort to inviting the police under the guise of self-defence or campus safety. Some university authorities think that the only way to command autocratic self-importance is to expel or rusticate students on the flimsiest excuses. For example, 30 students were expelled and 165 rusticated over the "rice crisis" I earlier spoke of:

It is unfortunate to note that most of the very useful observations and recommendations of the various commissions of inquiry into campuses crises were not always heeded by various university authorities as observed by the presidential tribunal into 1986 Ahmadu Bello University crisis. This is what it has to say:

By way of a casual comparison, a cursory study of the Justice Uthman Mohammed's Main Report (Volume I page 36-70) reveals a reenactment on Friday, 23rd May 1986 of the 20th April, 1978 episode in the Ahmadu Bello University, Zaria. The similarities are both striking and stirring because they showed clearly that no lesson was learnt by the 1986 principal actors from the history of 1978 national students crisis as it affected Ahmadu Bello University. It is only the students who gave the indication that they had learnt through their demonstration of non-violence. Almost all the administrative and tactical blunders committed by the Ahmadu Bello Authority and the law enforcement agencies on 19th/20th April, 1978 were repeated on the 22nd and 23rd May, 1986. For example, in 1978, Professor Iya Abubakar invited the conventional police and later invited the military which caused the carnage of 20th April, 1978. In 1986, Professor Ango Abdullahi invited the conventional police which, in turn, invited the mobile police from Kaduna which did the rampage of 23rd May, 1986; whereas on the part of the students, the most violent action of theirs was a peaceful sit-in demonstration around the building awaiting the outcome of the senate meeting which they believed was sitting to consider their representation for the reinstatement of their expelled leaders.

Experience has also shown that one single isolated grievance does not usually breed crisis in our campuses. The water of crisis is usually set boiling by *a coalition of grievances.*

Here, for example, are some of the views expressed by various testimonies during the presidential tribunal into the 1986 Ahmadu Bello University crisis:

(i) *The 23rd May, 1986 crisis is a result of an 8-year repression.*

(ii) *Demonstration is a mode of seeking redress.*
When peace fails, violence inevitably follows.

(iv) *The vice-chancellor manufactures*

violence to cover fraud.

(iv) *Whoever created distress must be responsible for the error created under distress.*

On certain occasions, crises are either created or intensified by the actions and activities of certain quasi-governmental authorities making laws and pronouncing such laws as if they were made by the government. For example, the 1986 ban on NANS was believed by the public to have been decided by the Federal Military Government but it was later revealed before the Justice Akanbi panel that the ban was the brain-child and decision of the committee of vice-chancellors. The chairman of the committee of the vice chancellors, Professor Umaru Gomwalk made the revelation which was published on the front page of *Daily Sketch* of Monday 13th October 1986. The same committee of vice-chancellors, under the chairmanship of Professor T.M. Yesufu, was responsible for dining with the hare of the Nigerian students in 1978 and yet hunting with the hounds of the federal government. It appears many of these vice-chancellors gain from student crises. But then, vice chancellors too, are fathers with their own children in Nigerian universities. Would they still feel arrogantly indifferent if their own children were shot dead while studying in the campus?

Perhaps the only distinguished body that has consistently demonstrated transparent and sincere guardianship of the wards put under their care and always acting as "in loco parents" to Nigerian Students on the campuses is the Academic Staff Union of Universities (ASUU). The roles of the various chapters of the ASUU during the student crisis of 1978 and those of the Ahmadu Bello University chapter during the 1986 crisis were not only noble but patriotic. In 1978, many of their members did not mince words in their categorical proclamation of support for the forthrightness of the Nigerian students. For this, patriots like Comrade Ola Oni, Dr. Laoye Sanda, Dr. Bade Onimode, Dr. Wale Adeniran, Dr. Omafune Onoge, Dr. Eddy Madunagu and his wife Bede, Dr. Akin Ojo, Dr. Ladipo Sogbetun and Mr. Ebenezer Babatope were dismissed from the services of their universities. Others narrowly managed to escape the pogrom. In 1986, during the Ahmadu Bello University crisis, the Academic Staff Union of Universities, under the leadership of Dr. Abdullahi Mahadi (chairman) and Tony Alabi (secretary), gave both official care and moral comfort to the students.

Among the members of the general public, extraordinary Chief Gani Fawehinmi stands out clean and clear, giant and colossal, in his consistent support for the Nigerian students in their moments of struggle and tribulation. He is the life counsel of the Nigerian students. History shall absolve these men and victory shall reward them.

It is pertinent, at this juncture, to call on the president to re-examine the source (security, confidential or routine) which informed his charge to Nigerian University lecturers at the recent special convocation marking the Ahmadu Bello University 25th anniversary in which he appealed to them not to use students as laboratory experiments through their personal political indoctrination. Such source(s) only seek(s) to allienate the president from a core of dedicated Nigerians.

In the first place, Nigerian students are neither kindergarten robots nor infantile dunciads whose heads and hearts can be computerised. Secondly, the Nigerian University is a free and open intellectual market where the rights, the lefts and the centres interplay in a 'mixed economy' of supply and demand and where neither a monopoly nor an oligopoly of ideas can predominate. I had stayed for nine long years on various Nigerian university campuses and I never met a single indoctrinating lecturer. I wish to submit, therefore, that neither conditions nor conditionalities for the type of indoctrination which the president alleged exist on the Nigerian university campuses.

— 07 -

Having taken you through the rough storms and tough tempests which student unionism of Nigerian University campuses has successfully weathered, it is now time to count the gains. I speak of gains not because I am not aware of the losses but because the blessings of student unionism on Nigerian university campuses overshadow the curses. Although Nigerian students were killed, they were detained, they were expelled, they were dehumanised etc, the words of Fidel Castro keeps on consoling:

"When men carry the same ideals in their hearts, nothing can isolate them; neither

prison walls nor the sod of cemetries; for a single memory, a single spirit, a single idea, a single conscience and a single dignity will sustain them all."

Coincidentally, while the National Universities Commission celebrates the 25th anniversary of its establishment, students unionism in Nigeria is marking 32rd anniversary of its existence. Incidentally, Nigerian students are the sole customers of the National Universities Commission because no university exists without students. The interaction between the National Universities Commission and the Nigerian students is that of educational demand and supply. In another word, they are mutual customers.

While the Nigerian students seek to eliminate ignorance through the pursuit of knowledge, the commission serves as the agent through which that knowledge is acquired. It can therefore be concluded (QED) that Nigerian students and the National Universities Commission are partners in progress. The National Universities Commission is thus morally bound to regard the loss of any Nigerian student as its personal loss. It is therefore hoped that the type of role the National Universities Commission played in the 1978 student's crisis should never occur again.

Thirty-two years ago, when the mustard seed of student unionism was planted in Nigeria under the umbrella of the NUNS, there was only one University College and some Colleges of Arts, Science and Technology. Eleven years ago, 1978 to be specific, when the Nigerian students embarked on the jihad for the democratisation of education, there were 13 Universities, about 30 Polytechnics and Colleges of Technology and about 25 Colleges of Education and Advanced Teachers Colleges. But look back and evaluate the position of education development and democratisation within the last ten years. I do not have all the data at my disposal though I can claim the following figures without any fear of contradiction. Nigeria now has 28 Universities made up of 13 conventional Federal Universities, 4 Federal Universities of Technology, 3 Federal Universities of Agriculture and 8 State Universities.

There are about 200 Faculties/Schools with 150,000 student population. There are no less than 50 Colleges of Education and 60 Polytechnics and Colleges of Technology. Technical Colleges are all over the place. On the secondary school level, I take Ogun State, where I am very conversant with, as an example. The number of secondary schools has grown by about 100 percent from 103 to 200. Nigerian Student Unionism sees this development as part of the blessings of its crusade for democratisation of education fought by the NUNS in 1978 and being refought up to date by the NANS. This evaluation, however, should not give the impression that I am not aware of the undesirable staccatos still pervading our entire educational system.

Some protagonists of elitist education may however want to argue that the phenomenon of education democratisation is the factor responsible for what they regard as *the falling standard of education*. We will hasten to say it loud that we do not accept the theory that the standard of education is falling. In fact, the standard of education is rising. What is happening is that the base of education is spreading and this is quite another issue entirely.

Today, the only untainted unifying force in Nigeria is the institution of student unionism. It is the only consistent custodian of the conscience of the people. Student unionism has become the incontrovertible 5th estate of the realm.

When the legislative, the executive and judiciary dance to the tune of reactionary partisan politicisation, it is on record that student unionism maintained a distinguished posture of unbiased respectability. When everybody seemed to be loosing their heads, rigging elections, breaking the maze in parliament etc, it is on record that Nigerian students kept theirs. This is because *No Friend, No Foe* is their maxim. The philosophy of the Nigerian students is — *condemnation of whatever is bad, commendation of whatever is good and recommendation of whatever is progressive.*

— 08 —

In January 1986, when the Federal Military Government announced the lifting of the ban on NUNS/NANS, I had this to say in a press statement:

The recognition recently accorded the NUNS/NANS is one of the rightest steps taken by the Federal Military Government in its relentless efforts to reorientate Nigeria towards

a direction of socio-political sanity. By the recognition, the Babangida regime seems to be demonstrating, in unhypocritical terms, a dedicated determination to pave way for dynamic participation in the affairs of Nigeria — affairs which had remained ideologically barren and politically directionless since the proscription of effective National Students' unionism in the country in 1978.

Less than three months afterwards, it was banned again following the 1986 Ahmadu Bello University crisis of April 1986 which, once again, engulfed the whole country. The need to lift the ban is becoming overdue.

In May 1987, I also called on President Ibrahim Babangida to consider the need for positivising Nigerian student unionism. Part of my message reads:

I will not be happy if your administration succeeds in adding no positive dimension to this static stance before it hands over power to a successor. This is because the present Head of State has the singular privilege to have witnessed all the aforementioned students crisis as a patriotic Nigerian soldier under Generals Gowon, Mohammed and Obasanjo, Alhaji Shehu Shagari and General Buhari before becoming the country's leader.

I am therefore calling on Mr. President Babangida to search for necessary data, screen his records, select a special committee made up of experts on students unionism, seasoned student administrators and charge it with the national task of recommending a reorientation of the conception and operation of student unionism in Nigeria.

Since part of the statutory functions of the national universities is "to advise the head of the Federal Government through the minister," I wish to send my message through you to the appropriate quarters. This is because the current trend whereby the ban on student unionsim is being demoralisingly lifted in the individual campuses is diplomatically killing it since participation is being 'dictated' to be optional.

This trend, by my judgement, is escapist and can not yield desirable national dividends. For example, the current Mass Mobilisation Programme (MAMSER) of the Federal Military Government would have sold with greater dividends in the deterious hands of the more vigorous Nigerian students because they command greater degree of credibility with their parents and communities.

In fact, I am looking forward to the time when student unionism will be considered as a course of study in the Departments of Sociology of our Higher Institutions to be offered as compulsory general studies by all students. This suggestion is borne out of the realisation that since succeeding governments and university authorities have always condemned the conception and operation of student unionism in the campuses, the onus of teaching how to run what they consider desirable student unionism is on them. Student unionism is student citizenship and no effort should be considered too demanding to promote desirable citizenship.

I also call on President Ibrahim Babangida to allocate sufficient plot of land in the country's capital to the NUNS. He is also called upon to donate generously to the building of a befitting house for the Nigerian students. The house shall be christened NUNS' HOUSE. This will go down in history as the most positive and constructive contribution to the development of Nigerian students unionism by any Nigerian head of state. President Murtala Mohammed government was the architect of Nigerian students representation in the 1977 Constituent Assembly. Let President IBB's be recorded as the one that motivated the Nigerian students' national house.

— 09 —

In concluding my presentation, I salute, once again, the National Universities Commission for the task of harnessing the higher educational potentials of this great nation. I congratulate the commission on the celebration of her Silver Jubilee and I thank her for asking me to participate in the historic seminar. I plead to be invited again when the commission turns golden in the year 2013 and diamond in the year 2023!

May the kingdom of education in Nigeria continue to expand.

Long live National Universities Commission
Long live Nigerian students
Long live Nigeria.

SEGUN OKEOWO

LAGOS: 2ND MARCH 1988

THE POLITICS OF ADMINISTERING A NIGERIAN UNIVERSITY

INTRODUCTION

LET me commend the National Universities Commission for remembering to celebrate its Silver Jubilee and for pausing to take stock of its achievements, failures and problems during the last 25 years. The decision will obviously help in preparing the commission for the national assignment it is expected to fulfil. I also thank the commission for naming me as one of the six speakers on this great occasion. I have tried to ponder seriously on how and why I was chosen. While I can lay claim to a reasonable length of service as a professor in a Nigerian university and probably to a broad experience in that capacity, I can hardly do so in my capacity as a vice-chancellor. I would prefer to believe therefore that I have been chosen to speak, not strictly because of the length and breath of my service as a vice-chancellor, but because of the multiple experiences in university life to which I have been exposed so far. I appreciate your remembering me and I would try my best to share my experiences with you.

I would like to address the politics of administering a Nigerian university by beginning with the definition of politics and administration. By politics we mean the "science or art of government," the activities of governing a country or "the study of how countries are ruled," and by administration we mean "looking after or managing a business," or "the management of affairs." In a sense both politics and administration are arts of government or management of affairs, hence the politics of administering a Nigerian university can be described as the art of management of the affairs of the Nigerian university.

This can be summed up in the language of the Chicago Political Scientist, David Easton who defines politics as the "authoritative allocation of values in society."[1] In applying this to the governance in the university, we should be interested in how binding decisions (i.e. authoritiative allocation of values) are made in the mini-society called the university. Definitely, like the wider society, the university has many parts and it has many actors. Administration, therefore, calls for the promotion of interaction between parts and between actors (individuals or groups). There are obvious questions that we should ask. For example, into how many parts is a university divided? Who are the relevant actors? Discerning these can be a task facing governance of the university. Vice-chancellor must face this task.

Administering a Nigerian university is a complicated business because the Nigerian university in all its ramifications is a miniature Nigeria, characterised by all the forces of pull and push reminiscent of a heterogeneous society. By pull and push, I mean the forces of construction and destruction or more appropriately the forces of unity and disunity or the positive and negative forces. The art of good governance involves the effective balancing and management of these forces. Let us now address the problem before us. First, we need to consider the leadership of the Nigerian university; the procedure and criteria for its selection. Second, we need to address the constituents of the university, namely, its staff and students and how they affect the governance of the university. Third, we need to examine the place of the university in the wider society, its relationship with its immediate environment and the impact of such a relationship on the internal governance and politics of the university.

UNIVERSITY LEADERSHIP AND ITS RULE

The administration of the university is the joint responsibility of council and senate. The council is the highest political body of the university and its membership comprises persons both inside and outside the university community. The outsiders consist of government appointees representing variety of interests in the community and the insiders who are invariably in the minority are members of the university community who gain membership through elections from Senate

and congregation. The council has the ultimate administrative and financial responsibility in the university.

The Senate is the highest academic policy making body in the university and its main responsibility is to chart academic programming. Membership of the Senate is restricted essentially to the senior academic staff of the university who gain admission either by right as a professor or head of department or through election from congregation. The vice-chancellor is one factor common to both bodies and as the chief academic and executive officer of the university, he is answerable to both bodies.[2] The vice-chancellor also has to consult his staff and students regularly on the administration of the university, particularly on issues relating to them and report his findings to council or senate as the case may be.

As a member of council and senate, the vice-chancellor must constantly manage the boundary maintenance problem between council and senate. It is an onerous task trying to discern where the power of council begins and ends or where the power of senate begins and ends. It should constantly be the pre-occupation of the vice-chancellor to ensure that the fluidity and porous nature of the boundary is constantly kept in view. For example in areas of appointment, promotion and discipline of academic staff, responsibility of council as employers and senate as the guarantor of academic freedom constantly arises.

As the head of the academic and administrative staff and as principal director of affairs of students, the vice-chancellor emerges a: the only constant variable in university politics and practically the first citizen of the university community.

The vice-chancellor obviously occupies a position of enviable importance in the Nigerian university although his responsibilities can hardly be regarded as enviable. The significance of the vice-chancellor is directly reflected in the qualities expected of the aspirant and the keeness of the competition for the position. The candidate for the post of vice-chancellor must not only be an academic of reputable standing but one possessing wide administrative experience. The choice of the vice-chancellor initially assumes an academic one, hence the senate being the highest academic body plays a major role in the exercise. Unlike in some developing countries like Singapore where the vice-chancellor has to be a senior cabinet minister for science and technology, and the chairman of the ruling political party;[3] the Nigerian university vice-chancellor is drawn essentially from the university community and probably not much overtly inclined to party politics. Since the senate plays a role in the choice of the vice-chancellor, aspirants for the position have been known to sponsor their friends and supporters to senate through all available means including congregation, to guarantee support in the contest.

The politics associated with the selection of the vice-chancellor could be punctuated by deep rancour, bitter in-fighting and at times open confrontation. Ethnicism and sectionalism could be brought into play depending on the ethnic or the ideological composition of the senate. Support for a particular candidate in the senate may be influenced by the candidate's ethnic background and the ethnic background of the majority members of senate. Similarly, a candidate with a conservative ideology may win the contest if the senate is ideologically to the right. This can also be said of a radical candidate and a radical senate.

In the final analysis, however, the appointment of the vice-chancellor is the prerogative of the head of state (president) on the advice of the Governing Council of the University in the first instance and later the Federal Minister of Education. The head of state consults and finally makes the appointment. What people do not realise is that the manner of consultation by the head of state is never an issue for litigation or investigation. Consequently, the candidate backed by senate or recommended by council of the university may not find favour after due consultation by the head of state. What might be weighed by the head of state are better imagined than concretised. It can be inferred that where the head of state suspects foul play in the selection procedure or where he observes that there are interpersonal or inter-ethnic recrimination in the process or where he is satisfied that the candidate "does not look like a vice-chancellor" the head of state, in his absolute discretion, could cause the appointment of a vice-chancellor from within or without the university in question in order to avoid the bitterness which a choice from a designated list could generate.

The mode of selection of a vice-chancellor could influence his administrative performance. A vice-chancellor elected mainly on the basis of ethnic loyalty and sectional politicking would be likely to show bias in favour of those who helped him to power, and by so doing upset the other section of the university community.

A vice-chancellor selected from outside his university of service would more likely be even-handed and would in the circumstance be more

likely to initiate measures which would command support of the greater section of the university community. This is what it ought to be but what actually happens is that in some cases, sections that have fought and failed to secure the vice-chancellorship could resort to tactics designed to undermine the administration of neutral vice-chancellor. Thus, whether selected from within or brought from outside, the vice-chancellor of a Nigerian university is usually confronted from the beginning with problems arising from the competition for the position. This is because the Nigerian, whether in the academia or outside it, is hardly able to take defeat in a sportsman-like manner. It is however the responsibility of the vice-chancellor to convince all sections that he means well for the greatest good of the academic community.

THE POLITICS OF INTERNAL GOVERNANCE

1. THE ACADEMIA

The university is governed on a committee system which is usually ridden by politics. The enthusiasm commonly showed by contestants to the various committees reflects the degree of seriousness attached to the system as a method of university administration. In a situation where the university is polarised into factions, the tendency is for each faction to sponsor its candidates into committees with the aim of having a greater say in the day-to-day administration of the institution. Aside from this situation, election into committees is fought on individual basis. The involvement of the vice-chancellor in the politics of the committee system comes through his nomination of the committees' chairmen who are expected to represent as much as possible the position of the establishment. Although committees work on established guidelines they could still come up with reports frequently at variance with the expectations of the administration and in a situation where orientation and number could play a decisive role, the more frequent the conflicts in ideas the more difficult the administration. Thus, the nomination of the committees' chairmen by the vice-chancellor is expected to ameliorate the possible areas of conflicts and direct the affairs of the committees towards a positive administration of the university.

Provosts, Deans, Directors, Heads of Departments, etc., form another corp of university administrators upon whom the vice-chancellor must rely for the day-to-day governance of the university. While provosts and deans are usually elected by the faculties and colleges as the case may be. Directors and heads of departments are appointed by the vice-chancellor on the recommendations of deans and provosts. In departments, like the School of Postgraduate Studies which is not strictly under any particular faculty or faculties, the appointment of the dean is the prerogative of the vice-chancellor. Direct appointments may also be made by the vice-chancellor to any of the positions if and when the need arises. The vice-chancellor may make a direct appointment if he observes a wilful favouritism in the recommendation for appointment or where leadership is monopolised by an individual or a clique of persons.

Provosts, deans and directors serve for two years subject to not more than four years at a time. Heads of departments serve for three years at a time, except the non-professors who serve in acting capacity for not more than one year at a time. In departments acutely short of executive senior staff, acting heads may be appointed as 'care takers'.

All the senior members of academic staff mentioned above and other professors of the university are automatically members of senate whose support the vice-chancellor requires for the smooth running of the institution. We have mentioned that the university is governed on a committee system. The recommendations of some of the committees go to senate for deliberations.

The senate also sends recommendation to council and where necessary both bodies may act jointly or separately on the final decisions arrived at. The vice-chancellor who is the only common factor in both council and senate must strive to exert meaningful influence on both bodies if he is to secure their full co-operation in the administration of the institution. Influence on the council may be achieved by contributing positively to the council's programme for the university and by appealing for the councils' programme support for the administration. The vice-chancellor must remember that council comprise political appointees from outside the university, who may not fully understand the working of the university system and therefore would need to be briefed adequately from time to time. The vice-chancellor must not forget that council being a political body would be tempted to provide political solutions to most university problems to which most academicians may not agree. The vice-chancellor must take time to understand the composition and thinking of his university's council, identify as much as possible with its problems and disagree carefully and maturely when necessary. Once not alienated, council would co-operate and the vice-chancellor would have suc-

ceeded in his objective of effecting a good administration in his university.

Handling the senate is even more intriguing. This is because most of its older members themselves are experienced and potential vice-chancellors. Moreover, some of them might have aspired unsuccessfully to the position and like most Nigerians would find it hard to adjust to the new leadership. Such persons form pockets of resistance to the authorities either in senate or outside it with the purpose of creating an atmosphere of artificial crisis within the university.

In dealing with the senate, the vice-chancellor should first locate the pockets of resistance and identify their problems to know their motives. Even if their complaints are not genuine, the vice-chancellor should endeavour to maintain a balanced attitude and adopt the policy of "love thy enemies." As the chief executive, the vice-chancellor should be able to tolerate and must be seen to do so. By so doing the vice-chancellor could win more support from the rank and file of the senate and as such further isolate the pockets of resistance.

However, placating as a policy cannot continue indefinitely. If the unwarranted resistance continued the vice-chancellor could use the authority vested in him to limit the powers of his adversaries at any available opportunity; like the non-renewal of the deanship of faculty or headship of department. The new appointments would result in the infusion of new blood into the senate and probably tilt the balance of forces in favour of the establishment. The balance of forces whether maintained or tilted towards the establishment is crucial to the vice-chancellor, if he is to carry out his duties effectively as an administrator, a mediator and a political leader of the university.

ADMINISTRATION

Effective university governance also requires the support of the central administration. Since the vice-chancellor is also the chief executive of the university and since the administrative personnel are by rule willing servants, the job of the vice-chancellor in administering the central administration is relatively easier. Except in rare situations, the vice-chancellor hardly interacts directly with the junior staff of the administration and indeed in the university in general. Usually, contacts are made through the registrar and heads of divisions or other senior staff working directly with the vice-chancellor. Although this method of administration appears to be the orthodox one, it is nevertheless important that the vice-chancellor interacts in one way or another with the junior staff especially when they have any information to pass on. One is not suggesting a congregation of the junior staff as this may degenerate into witch-hunting with all its attending ills. It is only being suggested that the vice-chancellor should receive at least randomly, the junior staff with positive complaints. Such information could help unveil some of the pockets of corruption that have heavily dented the Nigerian university system. The vice-chancellor should listen, pick whatever useful information there is, and adopt it for the benefit of his administration.

Ethnicism, one of the most common problems of the country today is also rife in the university system. An ethnically conscious registrar could use his position to employ his kit and kin to most vacancies in the university administration against the rules and regulations governing employment into universities. It is common for applications of certain candidates for job to be 'missing' or buried in unidentifiable files all in the bid to make competition for the post a walkover for favourites. It is also common for certain positions to be reserved for persons who are still in the process of acquiring the relevant qualification for the job, while the applications of those already fully qualified remain unacknowledged.

Malpractices of this nature are not restricted to the central administration alone. Deans of faculties and heads of departments have the tendency to recommend and support the employment of their kit and kin on the academic staff of their faculties and departments. The idea is to foster the position of the particular ethnic group within the department in order to ensure a long term hold on to power. Such ethnic imbalance and loyalty do facilitate dictatorship in departmental administration since the leadership is always guaranteed support even if the department is corruptly administered.

Also common is the tendency for deans and heads of department to recommend and employ relatively young and inexperienced academic staff. While it is in place for the university to retain its graduates for further training on the job, it is wrong for a faculty for instance to have only one professor, a couple of senior lecturers, 10 assistant lecturers, and 10 graduate assistants in a staff strength of 23. This is usually designed to guarantee an almost perpetual domination of the faculty by an individual to the detriment of the academic advancement of the faculty and university. Moreover, the imbalance encourages unwarrranted loyalty and promotes academic mediocrity and administrative ineptitude.

The vice-chancellor should insist on the

employment of relatively experienced academic staff to strike an equitable balance between the senior and junior cadre. Academic staff applicants should be required to forward relevant copies of their applications to the vice-chancellor who would ensure that the criteria for employment are closely followed. This will enhance ethnic balancing, promote the recruitment of the right calibre of staff and minimise ethnicism.

It may be argued that the vice-chancellor is usually too busy to attend to these details. That is true. But a little time off here and there can be used to save the university system a lot of embarrassment. Afterall as Bolman has noted "sound governance and good learning are what make a good university."[4]Since the academic staff is the most important variable in university politics, the vice-chancellor's attention to their direction can hardly be out of place.

The politics of ethnic balancing is a vital aspect of university administration. First, it reduces injustices and promotes harmony and second, it encourages productivity and commitment on the part of the employee. A number of Nigerian universities apparently enforce policies that discourage the effective participation of the non-natives of the environment in the governance of the institution all because of the anxiety to preserve jobs for the 'sons of the soil.' Apart from the fact that this practice seems counter to the principle of federal character, it will prove negative in the long run. If the university is to remain the centre for research, academic excellence and the development of future leadership to which no one ethnic group can lay claim, then it has to encourage exchange of ideas to facilitate the realisation of its objectives. A university with excessively close door policy or deep inadequacies in ethnic balancing, particularly among it policy makers, can only run short of progressive ideas and slide gradually into decay.

THE STUDENT

Perhaps the most challenging aspect of the internal governance of the Nigerian university is the problem of the student. This is because the student sees himself both as a student and a citizen and as such simultaneously demands attention from the university as a student and recognition from the government as a citizen of the nation. Since the end purpose of the modern university as noted by Walter Lippman is "to equip the individual student ... to function as an emancipated truly free individual"[5], the challenge is on the Nigerian university authorities to train the student effectively for the future.

Effective administration of the student hangs on the constant maintenance of the lines of communication, between the university authorities represented by the vice-chancellor and the student bodies. The student bodies which should be formed at both faculty and university levels should liaise regularly with corresponding students advisory and complaints committees set up by the university. The deans should head the advisory and complaints committees at the faculty level while the deputy vice-chancellor should preside over the same committee at the university level. Students complaints should be taken and treated at the deans and deputy vice-chancellors levels and where they fail the vice-chancellor would intervene, quickly enough to prevent the lines of communication breaking down.

A possible area of a quick conflict between the authorities and the students is the living condition of the latter. Generally, students may put up with inadequacies like staff shortage and poor library facilities but hardly with acute shortage of living accommodation, light, water, food etc. That is why a pronounced attention should be given to the social conditions of students along with the advancement of the university. Douglas Health explains this point when he emphasises that "any proposed curriculum change designed to improve the intellectual atmosphere of (a university) that ignores the social-personal lives, the living and dinning arrangements of its students, is likely to be futile! ... To consider only the academic aspects of circular change as factors that promote educability is to limit our understanding of what makes an educable person more mature and mature person more educable."[6]

The vice-chancellor should endeavour to attend quickly to students' agitation no matter how minor it might appear; because students take mob action usually sparked off by a few. Since a great number of students who participate in students' crises are reluctant participants, the timely intervention of the vice-chancellor would save the university a lot of trouble.

If in spite of all, a crisis erupted, the senate should be summoned, the university temporarily closed and students sent home to allow tempers to cool down. Law enforcement agencies could be invited only in a case of wilful threat or damage to lives and property and on no account should live ammunition be used.

Post crisis dispensation of discipline should be carried out after a careful investigation by an ad-hoc committee set-up for the purpose. Efforts should be made to avoid creating matyrs out of students either through an irrational handling of

the crisis or the inadequacies of the ad-hoc committee. Such a situation could provide a recipe for another crisis. The Adepeju episode at the University of Ibadan exemplifies this point.

Crisis management in the Nigerian university necessitates a unique art of political brinksmanship on the part of the vice-chancellor. This is true because, the causes of crises in Nigerian universities could be derivable from multiple sources. They range from students' displeasure over inept governance to outright ethnic-based staff engineered conspiration against university authorities. The ability of the vice-chancellor to manage university crisis depends on the relationship between him and his staff and students as well as his personal experience in university administration. The human factor must be given a place. A vice-chancellor who feels too busy even to interact with his staff even if occasionally is less likely to succeed than one who takes off time to meet staff and even randomly accepts students' invitation. Such moments provide opportunities for exchange of ideas and letting out steam which could otherwise have accumulated to facilitate a crisis. In other words, interactions between the vice-chancellor and his staff and students reduce potential crisis situation to mere rubbles of arguments hardly capable of raising eyebrows. The more the vice-chancellor is able to do this, the more successful he is in the politics of university administration.

POLITICS OF EXTERNAL ENVIRONMENT

The different actors in the Nigerian university system notably, the council, senate, academia, students etc., all work to maintain university autonomy. Autonomy is crucial to the successful fulfilment of the seven principal functions of the university namely: teaching, certification, research, storage of knowledge, publication of texts, public service and enlightened commentary. Since the university possesses the climate and the human resources for resolving the problems of society and remains the reservoir for the finest talents in any country, "it needs clear-headed and courageous questioning of obsolete dogmas, the challenging of political domagogues and the continual analysis of social trends and the posing of alternatives"[7] to function objectively. Hence the university has battled over the years to sustain its autonomy against the increasing pressure from society to open its doors.

In any case, the very nature and objectives of the university make it impossible for it to remain outside the influence and interference of the society. As the findings of the university become more available for the use of the society and as the university itself interacted more with the society in the course of its work, it becomes more prone to outside intervention. As could observes, "the university of the future will no longer be able to ignore many of the swift changes taking place outside its gates, because some of those outside its gates are prepared to go inside the campus and demand attention and aid."[8] Government at all times emphasise the need to see our universities contribute to the public service since the university staff and students are products of their society.

With such pressure even from the very top echelon of government the Nigerian university which incidentally depends on the government for survival could hardly sustain its autonomy. With the autonomy or if you like the privacy of the university invaded as a result of the unavoidable inter-dependence of the modern society; the issue now as Gardiner has noted: "Is not whether the university is part of society at large, but the respective limits of academic freedom and political interference."[9] This brings us to the problem of the demands of the external environment on the university. First, is the impact of the immediate locality which the university is primarily expected to serve. Second, is the pressure of the outsiders with strong influences, notably the grantors; and third, the demands of the entire nation.

The locality factor in the administration of the university made the Nigerian government to reserve up to 30% of the admission vacancies to the locality. In order to justify government call on our universities to identify themselves with the surrounding communities and to work to improve them, vice-chancellors must develop harmonious relationship between the university and the local population, not only through the admission process but also through hiring policy.

More importantly, is the role of the university in national unity. For Nigeria where the problem of unity appears paramount in all the activities of government, the university is being called upon to contribute its quota. The call to national duty through the promotion of national unity in our university is perhaps the most important single responsibility of the vice-chancellor. The successful fulfilment of this great responsibility largely depends on how successful he administers his university.

Associated with the promotion of national unity is the complex function of the vice-chancellor as an ally with government in promoting the goals of national security. National security in itself can be threatened through stu-

dent unrest which sometimes may arise not from the internal problems of the university but as a response to external factors. What the vice-chancellor should do in the circumstance is to understand the national security dimension of the problem and work hand in hand with security agents. Vice-chancellors have been known to fail when they pursue the goals of popularity on campus, especially with students and undermine the confidence reposed in them by government. Vice-chancellors are supposed to balance these two goals always during the time of crisis and respond positively to ensure that the threat to national survival is not encouraged through unbriddled quest for popularity. Vice-chancellors have been known to renege on implementing what in the face of it might sound, unpopular policies which in the long run is of a wider societal dimension. For example, rationalisation and retrenchment as they affect staff, accommodation and feeding as they affect students and balancing of research fund with fund for personal emoluments are all areas in which the vice-chancellor must find himself constantly in a dilemma. These are policies of government which sometimes, in the short run, might sound unpopular but which in the long run if pursued through dialogue can put the university on a sound footing. Inability to resolve this dilemma has plagued the university system in the country to the point of crisis. It is the hallmark of a good vice-chancellor to understand the thinking of the government through constant interaction with the appropriate authority concerning education and other government officials in the environment in which the university is located.

CONCLUSIONS

Concluding this paper is as intriguing as beginning it, because it also involves the delicate art of balancing of forces which I have talked much about and which I am not keen on repeating. Instead, let me conclude by saying that for the vice-chancellor to succeed in the politics of administering a Nigerian university he must understand that university politics is "both planned and accidental, both deliberate and a whim of fate."[10] He must not forget as Eric Ashby has noted that "we are at a moment in history when the balance of forces in systems of higher education all over the world is upset by social changes,"[11] and endeavour to utilise this awareness for the benefit of his institution. Knowing fully well the importance of relevance in politics the vice-chancellor must recognize a point made by Daniel Bell that "the problem of (university) governance is tied up with the question ... of what a university is and more broadly, what a university system is in the society."[12]

Finally, the vice-chancellor should succeed if as Gardner observed, he is conscious of the fact that "... one of the great functions of leaders is to help a society achieve the best that is in it,[13] and that in the words of Robert Hutchins "the purposes of higher education were not its own, but those of individuals, groups, sections of the population who wanted something from it and from whom it can get something."[14]

Above all, the vice-chancellor obviously must expect impediments in the course of his job. It is simply natural. He must not over-react, but display maturity by embracing the problems and their origins, and let the policy of "love thy enemies" prevail for it not only "hurts them," but eventually disarms them in the overall interest of good university administration.

PROFESSOR GRACE ALELE WILLIAMS
VICE-CHANCELLOR
UNIVERSITY OF BENIN

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THE FINANCIAL CONSTRAINTS HINDERING SUCCESSFUL ADMINISTRATION OF A NIGERIAN UNIVERSITY

Universities are non-profit organizations established by Federal Government Decrees (in the case of federal universities) or State Government Edicts (in the case of state universities) for the purposes of pursuing excellence in teaching and research. They are parastatals of the federal and state governments establishing them and they solely depend on the founding governments for recurrent subventions and capital grants for their day to day operations and for the provision of buildings, equipment and infrastructure. Financial administration in a Nigerian University is concerned with the control of the financial resources available to the university in a given period (called the university's financial year) in such a manner as will ensure the attainment of the goals set for the period, free of all wastes, frauds, losses, and financial malpractices. In an ideal situation, financial administration in a university setting will be cost-effective. This state is achieved when all inputs into university enterprise having financial value (comprising money, and money-convertible inputs such as materials, equipment, labour-time, power, electricity and so on) have been utilized on the achievement of the goals of the institution without wastage or losses due to infidelity or negligence. It is often not realized that fraud of misapplication of paid labour time for purposes not related to the goals of the university, including idleness and late coming, and fraud of conversion of materials for private or unapproved uses can lead to enormous losses comparable with or even sometimes greater than the fraud of misappropriation of cash funds. The tools of financial administration are:

(i) Budgetary Control Techniques and Procedures;
(ii) Internal Controls organized as Financial Regulations; and
(iii) Internal Audit Committees and Boards of Investigations and Survey.

The financial techniques facilitating the successful administration of a Nigerian university are contained in the tools described under (i) and (ii) above. Similarly, financial constraints hindering the successful administration of a Nigerian university are symptomized by failures arising under the headings.

Constraints Connecting the Budgetary Control System

2. When the budgetary control system is constrained from performing efficiently, budgeted incomes and receipts are realized at a less proportionate rate than the expenditures against which they were matched, or budgeted expenditures are incurred at a more proportionate rate than the incomes and receipts against which they were matched. Put in technical parlance, the accounts will reveal one of the following variances:

(i) Shortfall in the level of incomes and receipts realized over budgeted incomes and receipts of period not offset by savings in the level of actual expenditure incurred over budgeted expenditure of the period.
(ii) Increase in the level of incomes and receipts realized over budgeted incomes and receipts of period, outstripped by a higher increase in the level of expenditure incurred over budgeted expenditure of period.

There are therefore two types of constraints, those that act to retard income-generating performance and those that act to stultify or weaken expenditure control. Since Nigerian universities do not generate a significant proportion of their incomes internally and depend on government subventions for more than 95% of their funds, the major constraint affecting their income performance has been pinned down to cutbacks on grants allocations by government. Infact, as a result of the cutbacks, the universities have shown marked improvement in their record of internally generated earnings arising from the increased offering of special (sandwich) courses. The additional earnings which average under one

percent of their annual resource needs are however too insignificant to offset the cutback in subventions of 29% which the federal universities suffered in 1987. The second type of constraints acts to weaken or stultify expenditure control. Experience in the university system shows that expenditures on the goods and services votes have been successfully controlled within budgeted limits and that in those cases where pressures have been mounted to exceed the votes, the virement technique has been employed to contain most of the demands, to make allocations from the contingency vote to the depressed acccounts, thus making excess expenditures on goods and services where they occur to be absorbed within the total provision for that sector, and where not absorbed to be insignificant. The main constraint on expenditure control arises from the accounts of the payroll, i.e. salaries and allowances. Called personal emoluments, they constitute from 50% to 80% of the total recurrent expenditure of Nigerian universities. Owing to its magnitude, all the control effort a university needs to make in order to be assured of survival against the liquidating effect of fluctuations in recurrent subventions, appears to exist in this sector. Yet, it is the sector on which the university system appears most undecided where and how to locate control. The university budgets provide for staff establishment and the cost of staff establishment under departmental heads giving the impression that staff recruitment, appraisal, and termination are decentralized, whereas on the other hand there is a personnel department which co-ordinates the three roles for centralized action by the various committees responsible for selection, appraisals, and discipline; on the third side their payroll-writing rests centrally in the Bursar's Department. It is of course not in doubt that the rationale of this set-up which is not peculiar to the university system, is for the departments to take responsibility for the control of their establishment costs and justify vacancies which they claim against savings in budgeted establishment cost realized by carrying lower actual cost, while the Personnel Department provides services that will ensure uniform standards for appointment, promotions, and discipline; and the Bursar's Department handles actual cost of the payroll. The departments are not prepared to take their actual payroll costs into Departmental Establishment Vote Books in order to ascertain the monetary value of the vacancies in establishment which they claim on headcount basis. The result is that in a year when unbudgeted increases in the salaries and allowances of existing staff have been authorized to be paid with the result that the financial provisions made under the establishment cost votes of departmental budget heads have been exhausted, the departments will still mount pressures for their headcount vacancies to be filled. The situation in which responsibility for managing the financial values of the establishment's votes is ignored or not pinned to any functionary with explicit authority to perform, is only peculiar to the university system.

While the situation persists, financial administration of the establishment cost sector which on the average accounts for about 70% of recurrent expenditures of the Nigerian University System will continue to be constrained or become chronically uncontrollable. So much has been said in words, perhaps to complicate otherwise a simple concept, which is illustrated as follows:

Item	No.	Average Rate	Establishment Cost
Budgeted Staff	10	₦5,000	₦50,000
Actual Staff	8	₦7,000	₦56,000
Staff Vacancy	2	Saving (Excess)	(₦6,000)

There is a vacancy of 2 by headcount while the budgeted establishment vote has been over-spent by ₦6,000.

Departments in the university system have not cared to manage their establishments in monetary value. They are only concerned with pressing to fill the headcount vacancies. The disparity between the headcount vacancy and the establishment cost is caused by increases in rates of pay and fringe benefits secured in the course of the year above budgeted rates, either by trade union action, promotion or, national policy directive coming from the government through the National Universities Commission. The university system had by tradition allowed the headcount vacancy semantics to affect its reasoning and has come to inherit an embarrassing payroll cost which it accepts as abnormal while still talking of inadequate staffing vacancies. What a confounding administrative predicament! Faced with a similar situation, universities in the United Kingdom did a serious rethinking and established *Vacancy Committees** whose approval is required before any vacant post is filled. The committees appraise vacancies against budgetary savings in the establishment votes.

* **"Financial Arrangements for Universities"** —by Committee of Vice-Chancellors and Principals Administrative Training Committee; para 117.

Constraints Connecting Internal Control Regulations

3. There is a generally held opinion in Nigerian society including the university environment that fraud and misappropriation are offences which only those whose duties entail the collection and paying of moneys can commit. It does not occur to the average Nigerian that a false claim paid in money or payable in money is equivalent to fraud or misappropriation of the money paid or payable; or that when an employee collects a full month's pay, it is in settlement of his claim for having done a full day's work for all the working days in the month except those for which he has his employer's permission to be absent. Otherwise he has dishonestly received pay in excess of his entitlement, and the money worth of such pay received in respect of periods of idle time, late-coming or other truancy committed in the course of the month is payroll money fraudulently claimed and received by him. Labour time is therefore money whether paid as hourly rate, monthly rate or as a rate per annum. The measurement of loss arising from derelictory attitude to work and the effect on the payroll bill are very difficult to obtain though the estimated cost of labour malpractices is a significant constraining factor in administration. Similar to the loss arising from misuse of employer's time is that arising from inventory control. Once money has converted into materials and equipment and leave the central stores, the departments find it difficult to exercise strict control over the materials and equipment procured, as the money with which they were acquired was under strict safe custody and control. The result of these attitudes is that beyond the central administration, the financial regulations which are made to guide the departments on the control and proper usage of resources entrusted in their care are sometimes ignored and regarded as bureaucratic legislations. Because of these attitudes departmental returns of inventories of equipment cannot be obtained. The central administration through the Bursar's Department is therefore loaded not only with the duty of keeping Assets Registers centrally but also of keeping inventories of departmental furniture and equipment, hanging the inventories room by room, and periodically going round to update them. While all this is true, it must be said that the reason for these behaviours is traceable not to careless abandon but to the beginnings of the university system when all aspects of financial administration were centralized. As the universities grew in size, the administration probably conceded decentralization under friction, and failed to create a suitable foundation for its successful operation. Departments on their side saw decentralization simply as authority to direct spending, and once they signed the vouchers and their orders were paid, all they cared for had been achieved. The obligations for accountability associated with the decentralized status were not taken over with the rights of expenditure authorization ab initio. Thus, their reaction to Financial Regulations as a bureaucratic machinery is in response to a change which they cannot understand. It is against the storm of these constraints some externally sourced, others internally brewed that financial administration in a Nigerian university buffets its way.

M.S.N. MBAJIORGU
Bursar, University of Nigeria/
Chairman, Committee of Bursars
of Nigerian Universities

HISTORICAL EVOLUTION OF THE NATIONAL UNIVERSITIES COMMISSION (THE SECRETARIAT AND THE BOARD) 1962-1988

By C.S. Ajayi

FROM available records and through the interviews conducted with some of the officers who were on seat during that time, the National Universities Commission was established by the Tafawa Balewa government to co-ordinate the federal and the then regional universities. The commission, which was then merely an administrative department was established by the then Prime Minister in 1962 in the cabinet office with the head of the department carrying the designation of a "Secretary". Thus, Dr. Okoi Arikpo was made the first secretary of the "Administrative" Commission.

Historically therefore, the National Universities Commission which first came into being in 1962 following the recommendation of the Ashby Commission on Higher Education was in those days an arm of the cabinet office and as a result in the civil service proper like a department in the ministry. The cabinet office was then responsible for co-ordinating the activities and funding of the few universities including the commission. From the set up at that time, the role of the National Universities Commission was mainly advisory in addition to liaising between universities and government department and ministries as well as acting as the channel for government funding of the universities. The first chairman of the commission was Alhaji Muhammadu Tukur, the Emir of Yawuri and as mentioned earlier, with Dr. Okoi Arikpo as the first secretary.

The first twelve members of the commission who were appointed by the Prime Minister in their personal capacities were largely officials. There was no Nigerian academic representation at that time. The commission which had Sir Eric Ashby as an Honorary Adviser was composed of the following:

NATIONAL UNIVERSITIES COMMISSION MEMBERS (1962-1967)

1.	Alhaji Muhammadu Tukur, Emir of Yawuri	— Chairman
2.	President, Nigerian Union of Teachers	— Member
3.	Secretary, Nigerian Union of Teachers	— Member
4.	Secretary to the Prime Minister	— Member
5.	Chairman, Federal Board Inland Revenue	— Member
6.	Provincial Secretary, Sokoto	— Member
7.	President Engineer, Sokoto	— Member
8.	Minister of Education, Eastern Nigeria	— Member
9.	Chief Secretary to the Premier, Eastern Nigeria	— Member
10.	A Medical Practitioner from Benin City	— Member
11.	The Executive Director, Western Nigeria Development Coporation	— Member
12.	Secretary to the National Universities Commission	— Member
13.	Sir Eric Ashby (Master of Clare College Cambridge)	— Honorary Adviser

*Under Secretary, National Universities Commission

The commission was charged with the following functions:

(i) To inquire into and advise the government on the financial needs both recurrent and capital of university education in Nigeria.

(ii) To assist in consultation with the Universities and other bodies concerned in planning the balanced and co-ordinated development of the universities in order to ensure that they are fully adequate to the national needs.

(iii) To receive anually a block grant from the federal government and to allocate it to universities with such conditions attached as the commission may think advisable.

(iv) To act as an agency for channelling all external aid to the universities throughout the federation.

(v) To take into account, in advising the federal government, such grants as may be made to the universities by regional governments, persons and institutions both at home and abroad.

(vi) To collate, analyse and publish information relating to universities' finance and university education both in Nigeria and abroad.

(vii) To make, either by itself or through committees, such other investigations relating to higher education as the commission may consider necessary and, for the purpose of such investigations, have access to the records of universities seeking or receiving federal grants.

(viii) To make such other recommendations to the federal government or to universities relating to higher education as the commission may consider to be in the national interest.

It will be recalled that until 1971, higher education was in the concurrent legislative list of the Nigerian Constitution, thus allowing the former regions of the federation to establish their own universities. Consequently, the former regional governments established their own universities under the constitutional provision which led to the establishment of Ahmadu Bello, Ife, Nsukka and Benin universities while Ibadan and Lagos were the only Federal universities. Also, from the available records, the federal universities in Ibadan and Lagos were directly under the cabinet office because the Prime Minister was then the minister responsible for higher education in those days.

The Administrative National Universities Commission

It is clear that from the mode of operation of the universities at that time, the National Universities Commission was just an administrative set up to co-ordinate the activities of the federal and the then regional universities. It was just a channel through which federal universities were funded and once the grant has been allocated to the universities, it has no power to monitor talk less of controlling how the money was being utilised. It was not therefore surprising that the need for strong central organisation to look after the affairs of the Nigerian universities was felt early enough. With the creation of more states in the country in 1967 and the increased control of the resources by the federal government, the federal government became responsible for the funding of the major part of university programmes including the State universities. The issue of funding thus brought all the universities under the direct influence of the Commission because only programmes approved by the National Universities Commission were now eligible for funding; and external assistance to the universities were obtainable only throuh the National Universities Commission. All these changes constitute part of the functions which later became the statutory role of the National Universities Commission.

The Interim National Universities Commission (1968 to 1974)

With the creation of 12 states in 1967, there was greater need for the planning and co-ordination of higher education in Nigeria. It would be recalled that prior to this time, the regional universities in Nsukka, Zaria and Ife were already established and the federal universities in Lagos and Ibadan were in existence. The National Universities Commission was reconstituted in 1968 and this time around there were five persons representing varing academic and professional disciplines amongst other members, under the chairmanship of Chief F.R. Williams (SAN). Although the role

of this interim National Universities Commission still remain advisory, it had greater access to an increased level of federal government funding.

One major handicap to the proper funding of the National Universities Commission at that time was that the constitutions of the regional universities enabled the regional government which established them to exercise enormous influence on those universities and consequently making the task of the National Universities Commission in co-ordinating university development onerous. It will be recalled that during this period, the Mid-West Institute of Technology was founded and it was later upgraded to the present University of Benin founded in 1972. The main difference from the first National Universities Commission was that the interim National Universities Commission had a wider composition particularly the academic representation but the functions of the National Universities Commission remained the same. The composition of the interim National Universities Commission were made up as follows:

(i)	Chief F.R. Williams (SAN)	— Chairman
(ii)	Chief Federal Adviser on Education	— Member
(iii)	Permanent Secretary, Federal Ministry of Economic Development	— Member
(iv)	A Secondary School Principal	— Member
(v)	A Professor of Political Science	— Member
(vi)	A Professor of Mathematics	— Member
(vii)	A Professor of Education	— Member
(viii)	A Professor of Pathology	— Member
(xi)	Personnel Director (UAC)	— Member
(x)	Assistant General Manager KNC)	— Member
(xi)	A Legal Practitioner	— Member

The interim National Universities Commission under the chairmanship of Chief Rotimi Williams (SAN) was responsible for the university affairs from 1968-1974 and they did much of the ground work fot the creation of the statutory National Universities Commission which came into being in July, 1975. In this regard, it must be mentioned that the Decree No. 1 of 1974 was promulagated after it was widely and publicly debated in its draft stages. Most commentators endorsed the establishment of a statutory National Universities Commission.

However, the then Committee of Vice-Chancellors under the chairmanship of Dr. Ishaya Audu, who was also the Vice-Chancellor of Ahmadu Bello University during that time had strong reservations about it, particularly on some of its functions such as the approval of academic programmes of the universities and the conditions of service of university staff. Thus the committee of vice-chancellors wrote a very lenghty memorandum to government. The decree as well as the comments by the various interest groups were then thoroughly debated by the Federal Executive Council and by the Supreme Military Council before it was promulgated as Decree No. 1 of 1974.

When the first secretary of the commission, Dr. Arikpo was appointed as Commissioner for External Affairs in 1967, the National Universities Commission had no substantive secretary. The duties of the secretary were therefore at that time performed by a succession of career civil servants namely, Messrs S.S. Waniko, Andrew Obeya, James Adeoye and Waziri Abdul (now secretary of the Students Loans Board). Later, all the universities were federalised by the government and some of the older universities were voluntarily handed over to federal government by their respective states purely for reasons of financial incapacity. That was the case for both the universities of Nigeria, Nsukka and Benin which were handed over to the federal government in 1971 and 1975 respectively. Also the federal government took over the state universities in Ife and Zaira.

The Statutory National Universities Commission

A number of events some of which have earlier been outlined led to the creation of the Statutory National Universities Commission by Decree No. 1 of 1974 with the sole responsibility for advising the federal government on all aspects of Higher Education. The first chairman of the Statutory National Universities Commission was Chief S.O. Adebo formerly Nigerian permanent representative in the

United Nations while Dr. Jibril Muhammadu Aminu, formerly a Senior Lecturer at the University College Hospital, Ibadan was appointed the first executive secretary. Soon after the appointment, the new executive secretary started work from a five-room Secretariat located in the Cabinet Office. The first statutory National Universities Commission Board was then appointed on the 25th of April, 1975. It was formally inaugurated by the then Head of State General Yakubu Gowon on the 10th of July, 1975 and held its first meeting on the 11th, 12th and 13th of July, 1975 under the chairmanship of Chief S.O. Adebo. The composition of the first membership of the Statutory National Universities Commission were as follows:-

MEMBERS OF THE NATIONAL UNIVERSITIES COMMISSION 1975-1978

Chief S.O. Adebo	— Chairman	
Dr. Jibril M. Aminu	— Executive Secretary, NUC	Member
*His Highness, Alhaji Sanda Ndayako	— Etsu Nupe	Member
*Professor C.O. Ilogu	— University of Nigeria, Nsukka	Member
*Professor O. Ndika	— University of Benin	Member
Professor S.A. Aluko	— University of Ife	Member
Professor S.O. Olayide	— University of Ibadan	Member
Professor I.O. Oladapo	— University of Lagos	Member
Professor Umaru Shehu	— Ahmadu Bello University, Zaira	Member
Brigadier T.B. Ogundeko	— Nigerian Army Education Corps	Member
Mr. I. Yazidu	— Chairman, OFN, Lagos	Member
Alhaji Mamman Daura	— United Nigeria Textiles Ltd., Kaduna	Member
Mr. P.A. Ogwuma	— U.B.A. Head Office, Lagos	Member
Mrs. M.T. Bello	— Minister of Education, Kano	Member
Mrs. M.F. Ateli	— College of Science and Technology, Port Harcourt	Member
The Permanent Secretary	— Federal Min. of Econs. Development	Member
Permanent Secretary	— Federal Min. of Finance	Member
Permanent Secretary	— Federal Min. of Education	Member
Mr. S.A. Musa, Permanent Secretary	— Federal Min. of Health	Member

*They were later replaced by the following people:-

*His Highness Alhaji Shehu Idris	— Emir of Zaria	Member
*Professor M. Achufusi	— University of Nigeria, Nsukka	Member
*Professor E.U. Emovon	— University of Benin	Member

Later the commission secured another office accommodation at No. 18 Alhaji Ribadu Road, S.W. Ikoyi. The accommodation consisted of a block of six flats of three bedroom each with boy's quarters. The house which used to be an official residence of a former Cabinet Minister was given to the Commission as its Secretariat and the Commission moved into the accommodation early in 1976.

Organisation of the National Universities Commission Secretariat

Hitherto the commission had only the Academic Planning, Administration and Finance Divisions. Therefore as at July, 1975, when the Statutory National Universities Commission was inaugurated, the Secretariat of the Commission had been functioning as a single Unit in its set up. The accommodation and staffing was very small consisting of only five rooms with the following staff: a Secretary, an Under Secretary, a Building Officer, and Academic Planning Officer, a Statistician, and a member of supporting staff mainly of junior cadre.

The Federal Public Service Commission as

well as the Federal Ministry of Education were then responsible for the handling of all personnel transactions including recruitment, position classifications, staff matters with the latter also operating the universities' as well as the National Universities Commission's Funds. The functions of the Secretariat at that time were more or less routine office administration such as liaising with Government Departments and Ministries.

Consequent upon the Federal Government decision to take over the responsibilities of Higher Education, the scope of responsibility of the "Executive" Commission became enormous requiring expansion and re-organisation so as to be able to cope with the dispensation. As a result of this, five main divisions were created in the Secretariat each of them headed by an officer with appropriate qualifications. These divisions are: Administration, with the head of the Division carrying the designation of "Head of Administration" later changed to "Director of Administration". Planning Division which also carried the title "Head" later changed to "Director of Academic Planning". Finance Division with the head bearing the title "Financial Controller" later changed to "Director of Finance". Building Division with a head carrying the title "Adviser on Building" later changed to "Director of Physical Planning". The "Statistics and Data" Division was yet to take off because of the dearth of the right calibre of staff for the division. The divisional heads assist and advise the Executive Secretary over matters relating to their respective portfolios. The scope of responsibility of each of the Divisions are as indicated below:-

1. **Administration Division**
   Internal Administration of the Commission
   Commission's Staff Matters
   Commission's Meetings
   University Administration
   Academic Visitation to the Universities
   Conditions of Services of University Staff
   Special Investigations

   Circulars to the Universities
   Liaison with Nigerian Government and Ministries
   Liaison with Outside Agencies
   External Aid for Nigerian Universities
   Annual Report of the Commission
   Publication and Information
   Other schedules as may be added from time to time
2. **Planning Division**
   The processing of new courses. This, in turn, includes proposed faculties and institutes in the existing universities, and courses to be offered by the new Universities, Curriculum Development and Co-ordination/preparation of Master Plans
   Costing of Academic Programmes
   Co-ordination of University research Programmes)now functions of
   Operational Research)a new Division
   Other schedules as may be added from time to time
3. **Finance Division**
   Recurrent and Capital Estimates of the Universities
   Allocation of Federal Grants to the Universities
   University Research Grants
   Processing of applications for external grants-in-aid
   Operation of the National Universities Commission Fund
   Other schedules as may be added from time to time
4. **Statistics/Data Division**
   This division is responsible for analysing and producing the statistical data arising from the annual operations of the Commission.

Broadly, the functions of the Statutory Commission are those related to the co-ordination, development, and financing of Nigerian Universities. Specifically, the Statutory Commission has been charged with the following responsibilities:

(i) to advise on the creation and location of new universities and other degree granting institutions;
(ii) to prepare after appropriate consultations, periodic masterplan for the balanced and co-ordinated development of all the universities;
(iii) to estimate and request from Government, annual and quinquennial grants for

the Universities and to distribute this in accordance with a set formula;

(iv) to collate, analyse and publish information relating to university development and education in Nigeria;

(v) to develop general programmes to be pursued by universities in order to ensure that they are fully adequate for national needs and objectives;

(vi) to recommend the establishment of new faculties or post-graduate institutions in existing universities;

(vii) to investigate the need for university research and ensure that adequate funds are provided for this;

(viii) to undertake periodic reviews of the terms and conditions of service of personnel engaged in the universities;

(ix) to act as agency for channelling of external aid to the universities in Nigeria, bearing in mind the country's foreign policy and security.

The composition of the Statutory National Universities Commission deserved to be mentioned and is made up as follows:

(I) a chairman who is part-time;

*(ii) seven members drawn from the Nigerian Universities to represent the following disciplines and drawn up in such a way as to represent the erstwhile maximum number of universities: Agriculture, Forestry and Veterinary Sciences, National (Basic) Sciences, Engineering and Technology, Social Sciences, Humanities and Medical Sciences.

(iii) the Permanent Secretaries of the following Federal Ministries which have special roles in higher education development: Education, Economic Development, Finance and Health.

*(vi) six members appointed on individual merits to represent Commercial, Industrial and Professional, and other interests.

(v) The Executive Secretary who is ex-officio and responsible for the execution of the policies of the commission, and for the day to day running of its affairs.

The commission continued to operate at its new Secretariat at No. 18 Alhaji Ribadu Road, S.W. Ikoyi until 1980. However, because of the increase in scope of activities, the office space in the Secretariat became grossly inadequate and steps were taken to construct a two-storey building within the same premises as office accommodation consisting of facilities such as a large conference room and kitchen, the office of the Executive Secretary and his supporting staff, a large library and other rooms for office need. The office which was handed over upon greater extent, the problem of shortage of officer accommodation in the Secretariat.

The Principal Officers from 1977 to 1979 are as follows:

Executive Secretary	— Dr. Jibril M. Aminu
Director of Administration	—Mr. A.I. Yusuf
Adviser on Building	— Mr. A.H. Mayhew - UNO expert
Director of Planning	— Dr. A.I. Guobadia
Financial Controller	— Mr. U.A. Ekhar
Consultant Civil Engineer	— Professor Royston James
Director, London Office	— Professor B.J. Duley
Director, Washington D.C. Office	— Mr. B.O. Rotimi
Director, Ottawa Office	— Dr. A.O. Oshuntokun
Director, Cairo Office	— Mr. M.K.A. Ibrahim

In September 1979, the then Executive Secretary, Dr. Jibril Aminu left the Commission and proceeded on sabbatical leave abroad. Consequently, Dr. Abel I. Guobadia became the Acting Executive Secretary from October, 1979 until the appointment of Alhaji Yahaya Aliyu as substantive Executive Secretary in 1981.

PRINCIPAL OFFICERS OF THE COMMISSION

The Principal Officers from 1975 to 1981 are as follows:

Dr. Jibril Aminu	— Executive Secretary	1975-1979
Dr. Abel I. Guobadia	— Acting Executive Secretary	1979-1981
Mr. A.I. Yussuf	— Director of Administration	1976-1982
Mr. Uthman A. Ekhar	— Financial Controller	1975-1980
Mrs. M.I. Adeyeye	— Acting Director of Finance	1980-1982
Mr. Alan Harding Mayhew	— Building Adviser	1975-1979
Dr. Bononi Briggs	— Acting Director of Planning	1979-1981
Professor B.J. Dudley	— Director, London Office	1978-1979
Mr B.O. Rotimi	— Director, Washington D.C. Office	1978-1979
	Director, Ottawa Office	1979-1981
Dr. A.O. Oshuntokun	— Director, Ottawa Office	1978-1979
	Director, Washington D.C. Office	1979-1982

The second Board of the Commission was also appointed to cover the period 1975 to 1978. The membership are made up as follows:

MEMBERSHIP OF THE NATIONAL UNIVERSITIES COMMISSION 1975-1978

1. Mr. Justice M.O. Balonwu — Chairman
2. Dr. Jibril Aminu
   Executive Secretary. — member
3. His Highness, Alhaji Shehu Idris
   Emir of Zaria, Emir's Palace
   Zaria. — Member
4. Mrs. M.T. Bello
   Ministry of Education
   Kano. — Member
5. Professor S.A. Aluko
   Department of Economics
   University of Ife
   Ile-Ife. — Member

   *Died on 23rd December, 1980

6. Mrs. M.F. Ateli
   College of Science and Technology
   Port Harcourt. — Member
7. *Professor S.O. Olayide
   Department of Agricultural Economics
   University of Ibadan
   Ibadan — Member
8. Professor E.U. Emovon
   University of Benin
   Benin City. — Member
9. Professor M. Achufusi
   University of Nigeria
   Nsukka. — Member
10. Professor I.O. Oladapo
    University of Lagos
    Lagos. — Member
11. Professor Umaru Shehu
    Ahmadu Bello University
    Zaira. — Member
12. Brigadier T.B. Ogundeko
    Director of Army Education
    Ann Barracks, Yaba, Lagos. — Member
13. Dr. Imrana Yazidu Chairman
    Committee on Operation Feed
    the Nation. — Member
14. Alhaji Mamman Daura
    United Nigeria Textiles Limited
    Kaduna. — Member
15. Mrs. Y. Holloway
    for Permanent Secretary
    Federal Ministry of Education
    Lagos. — Member
16. Alhaji Shehu Musa
    The Permanent Secretary
    Federal Ministry of Health
    Broad Street, Lagos. — Member
17. Mr. T.O. Ilugbuhi
    for the Permanent Secretary
    Federal Ministry of Economic Development
    National Manpower Board
    Federal Government Secretariat
    Ikoyi, Lagos. — Member
18. Mr. Effiong/Dr. Adeosun
    for the Permanent Secretary

*now deceased

Federal Ministry of Finance
Federal Government Secretariat
Ikoyi, Lagos. — Member

19. Mr. P.A. Ogwuma
U.B.A. Head Office
Broad Street, Lagos. — Member

MEMBERSHIP OF THE NATIONAL UNIVERSITIES COMMISSION FROM APRIL 1979 — JUNE 1982

1. Justice M.O. Balonwu — Chairman
2. Professor Jibril Aminu
Executive Secretary.
(to Sept. 1979)-— Member
Dr. A.I. Guobadia
(Ag. Executive Secretary)
(September 1979 till
August, 1981) — Member
Alhaji Yahaya Aliyu
Executive Secretary.
(from August, 1981) — Member
3. High Highness
Alhaji Shehu Idris
Emir of Zaira. — Member
4. Alhaji Baba Duna
Managing Director
Bank of the North. — Member
5. Dr. E.U. Essien
Managing Director Garudo Clinic
Ikot Ekpene. — Member
6. Mr. Suru Akele
Legal Practitioner
c/o P.O. Box 26
Benin City. — Member
7. Mrs. A.A. Omololu
Proprietor and Headmistress
Adrao International School
Victoria Island. — Member
8. Brigadier T.B. Ogundeko
Director, Army Education Corps
Ann Barracks, Yaba.
(withdrew in 1979) — Member
9. Dr. B. Bajoga
Faculty of Engineering
Ahmadu Bello University,
Zaria. — Member
10. Professor S.M. Essang
Faculty of Social Sciences
University of Calabar (replaced by
Professor P.E. Ollawa, Department of
Political Science, University of Calabar
after S.M. Essang became Federal
Minister. — Member
11. Professor M.O. Ojo
Faculty of Veterinary Sciences
University of Ibadan. — Member
12. Professor Ethelbet Chukwu
Faculty of Basic Sciences
University of Jos (withdrew on his
appointment as Vice Chancellor
Federal University of Technology,
Yola in October, 1981). — Member
13. Professor E.A. Elebute,
Faculty of Medicine
University of Lagos.
(Retired in Dec. 1981) — Member
14. Professor D.M. Ekpete
Faculty of Agriculture
University of Nigeria, Nsukka
(replaced by Professor M.O. Ijere
Faculty of Agricultural Extension
University of Nigeria, Nsukka after
D.M. Ekpete became Commissioner).
— Member
15. Dr. A.A. Gwandu
Faculty of Humanities
University of Sokoto. — Member
16. Mr. J.D. Edozien
Assistant Director, representing the
Permanent Secretary, Federal Ministry
of Economic Development. — Member
17. Mr. E.O. Omoyele
Permanent Secretary
Federal Ministry of Health (replaced by)
Mr. D.A.A. Dada. — Member
18. Alhaji Shehu Musa
Permanent Secretary
Federal Ministry of Finance
(replaced by) Mr. A.O. Fadaka
on his appointment as Secretary
to the Federal Government. — Member
19. Mrs. Y.I. Holloway
(Assistant Director, representing the
Permanent Secretary, Federal
Ministry of Education. — Member

In 1981 however, a new Executive Secretary was appointed in the person of Alhaji Yahya Aliyu. There were also some changes in the Principal Officers of the Commission as follows:

1. Alhaji Yahya Aliyu Executive Secretary

2. Mrs. E.C. Achukwu	Acting Director of Administration	
3. Mr. E.S. Sotimirin	Director of Finance	
4. Mr. Akin Akindoyeni	Director of Physical Planning	
5. Dr. Abel I. Guobadia	Director of Academic Planning	
6. Professor Modilim Achufusi	Director, Washington D.C. Office	
7 Mr. M.M.A. Ibrahim	Director, Cairo Office	
8. Mr. A.G. Mukhtar	Director, London Office	
9. Mr. E.J. Akpan	Acting Director, Canada Office	

After the change in Government in December 31, 1983, the Secretariat of the National Universities Commission was moved from 18 Alhaji Ribadu Road, S.W. Ikoyi to its present location at the National Assembly Complex where the Commission was made to share rooms and office accommodation with a number of other organisations.

Membership of the Commission was reconstituted and the following were the members between 1983 and 1986.

MEMBERS OF THE COMMISSION 1983-1986

Dr. Liman Ciroma (CFR)	Chairman	4, Kabala Close, Kaduna
Alhaji Yahya Aliyu	Executive Secretary	National Universities Commission, Lagos.
His Highness Alhaji Bilyamini Usman	Member	Chief of Dass, Dass, Bauchi State.
Mr. Jude Emechete	Member	P.O. Box 157, Owerri.
Mrs. S.A. Adoba	Member	P.O. Box 1156, Makurdi.
Alhaji Bala Abdullahi Funtua	Member	P.O. Box 149, Funtua, Kaduna State.
Professor F.O. Dosekun	Member	P.O. Box 1246, Ondo.
Mr. G.E. Osarogiagbon	Member	P.O. Box 419, Benin City.
Professor S.A. Sanni	Member	University of Ife.
Professor O. Awobuluyi	Member	University of Ilorin.
Professor J.N.C. Maduewesi	Member	Amadu Bello University, Zaria.
Professor O. Akande	Member	University of Ibadan.
Dr. M.Y. Balla	Member	University of Maiduguri.
Professor Claude Ake	Member	University of Port Harcourt.
Alhaji Yahaya Hamza	Member	Representing Permanent Secretary, Federal Ministry of Education.
Miss T.E. Beinsah	Member	Representing Permanent Secretary, Federal Ministry of Finance.
Mr. A. Olasebikan/ Mr. C.C. Ossai	Member	Representing Permanent Secretary, Federal Ministry of National Planning.
Dr. B.A.A. Dada	Member	Representing Permanent Secretary, Federal Ministry of Health.

PRINCIPAL OFFICERS OF THE COMMISSION (WITHIN JANUARY 1983 TO DECEMBER 1984)

1. Mallam Yahya Aliyu	Executive Secretary	1981 to August, 1986
2. Mr. E.S. Sotimirin	Director of Finance	1983 to date
3. Mrs E.C. Achukwu	Acting Director of Administration	1982 to March, 1984

4. Mr. A.I. Yussuf	Director of Administration	March 1984 to Nov. 1984
5. Alhaji Hamidu G. Erubu	Director of Administration	March 1984 to Feb. 1986
6. Prof. Akin Akindoyeni	Director of Physical Planning	Sept. 1981 to date
7. Dr. Abel Guobadia	Director of Academic Planning	1976 to 30th April, 1983
8. Dr. Alex U. Kadiri	Acting Director of Academic Planning	Oct. 1983 to 15th Feb. 1984
9. Prof. Modilim Achufusi	Director Washington D.C. Office	1982 to Dec. 1984
10. Mr. M.K.A. Ibrahim	Director, Cairo Office	Sept. 1978 to Dec. 1983
11. Mr. M.T. Usman	Acting Director, Cairo Office	Jan. 1984 to Dec. 1984
12. Mr. A.G. Mukhtar	Director, London Office	April 1981 to March, 1984
13. Mr. F.J. Akpan	Acting Director, Canada Office	April 1982 to Dec. 1984

The Commission was dissolved early in 1986 and was reconstituted in October, 1986 after the expiration of the term of office of the former executive secretary, Alhaji Yahya Aliyu in August, 1986. During the period when the Commission has no Board, policy decisions were discussed by the Management and recommended to the Federal Ministry of Education for approval. A new executive secretary i.e. the current one, Professor Idris Alhaji Abdulkadir was appointed the new executive secretary and he assumed duty in the middle of August, 1986. Similarly, new members were appointed made up as follows:

NATIONAL UNIVERSITIES COMMISSION MEMBERS: 1986-1989

Professor E.U. Essien-Udom	Chairman	Faculty of Social Sciences, Cross River State University, P.M.B. 1017, Uyo.
Professor I.A. Abdulkadir	Executive Secretary	National Universities Commission, National Assembly Complex, Tafawa Balewa Square, Lagos.
His Royal Highness, Emir Alhaji Shehu Abubakar	Member	Emir's Palace, Gombe, Bauchi State.
Professor Y.O. Aliu	Member	Department of Veterinary Physiology and Pharmacology, Faculty of Veterinary Medicine, Ahmadu Bello University, Zaria.
Professor N.O. Adedipe	Member	Department of Agricultural Biology, University of Ibadan, Ibadan.
Professor C.O.G. Obah	Member	Faculty of Engineering and Technology, Federal University of Technology, Owerri.
Dr. Dahiru Yahya	Member	Faculty of Arts, Bayero University, Kano.
Professor Fabian Udekwu	Member	University of Nigeria, Enugu Campus.
Professor N.O. Alao	Member	Head of Department of Geography, Faculty of Social Sciences, University of Lagos

Professor U.K. Enyenihi	Member	Faculty of Natural Sciences, University of Calabar, Cross River State.
Dr. Haliru Gwandu	Member	Centre for Islamic studies, University of Sokoto.
Mrs. Emily Aig-Imoukhuede	Member	9, MacDonald Road, Ikoyi, Lagos.
Alhaji Bashiru Tukur	Member	United Bank for Africa Limited, Headquarters, Lagos.
Alhaji Turi Muhammadu	Member	18B, Ishaku Road, P.O. Box 4242, Kaduna.
Mr. I.A. Agama	Member	97, Aba Road, Port Harcourt.
Alhaji Yahaya Hamza	Member	Representing Permanent Secretary, Federal Ministry of Education, Lagos.
Mr. R.A. Aderogba	Member	Representing Permanent Secretary, Federal Ministry of Finance, Lagos.
Mr. C.C. Ossai	Member	Representing Permanent Secretary, Federal Ministry of National Planning, Lagos.
Mr. B.A.A. Dada	Member	Representing Permanent Secretary Federal Ministry of Health, Lagos.

with the following Principal Officers:

1. Prof. I.A. Abdul-kadir	Executive Secretary	(1986 to date)
2. Mr. E.S. Sotimirin	Director of Finance	(1981 to date)
3. Alhaji H.G. Erubu	Director of Admin.	(Feb. 1985 to Feb. 1987)
4. Mr. M.T. Usman	Ag. Director of Admin.	(Sept. 1987 to Aug. 1987)
	Director of Administration	(Sept. 1987 to Dec. 1987)
5. Prof. Akin Akin-doyeni	Director of Physical Planning	(Sept. 1981 to April, 1985)
	April 1985-April 1987	(on secondment as Professor to the Uni. of Jos. From May 1987 to date, Director of Physical Planning.
6. Mr. U.B. Kubau	Ag. Director of Physical Planning	(April 1985 to April 1987)
7. Dr. A.U. Kadiri	Ag. Director of Academic Planning	(Feb. 1984 to Nov. 1986) Now Director of Admin. from January, 1988)
8. Mr. O. Osasona	Ag. Director of Academic Planning	From Oct. 1987 to Feb. 1988)

Since the assumption of duty of the current Executive Secretary, there has been a re-organisation affecting both the Academic and Administration Divisions. Also, there has been a creation of a new Division of Research and Postgraduate Development. The Computer and Records Section nas equally been strengthened.

This new re-organisation brought with it an expansion in the staff strength and thus few office spaces allocated to the Commission in the National Assembly Complex at Tafawa Balewa Square, Race Course, became grossly inadequate hence the Commission has to rent two additional office accommodations at No. 10

James George Street, Ikoyi and the second office accommodation yet to be secured as at the time of writing.

One of the greatest problems facing the Secretariat is that of acute shortage of both office and residential accommodation for the Commission's staff. This will hopefully be solved when the Commission completes the construction of his proposed offices at Victoria Island, Lagos and the Headquarters at Abuja. The actions towards the actual construction of the buildings have reached advanced stages.

LIST OF CHAIRMAN AND SECRETARY/ EXECUTIVE SECRETARY OF N.U.C. 1962-1988

	CHAIRMAN	SECRETARY/EXECUTIVE SECRETARY
1.	His Highness, Alhaji Muhammed Tukur OBE, OFR Emir of Yawuri 1962-1967	Dr. Okoi Arikpo 1962-1967 made a Federal Commissioner in 1967.
2.	Chief F.R.A. Williams 1967-1974.	Mr. S.S. Waniko Mr. A.I. Obeya Mr. James Adeoye Mr. Waziri Abdul 1967-1974 in succession
3.	Chief S.O. Adebo 1975-1977.	Dr. Jibril Aminu 1975-1979 left in 1979 and proceeded on sabbatical leave.
4.	Mr. Justice M.O. Balonwu 1975-1977	Dr. Abel Guobadia (Acting Executive Secretary 1979-1981). Alhaji Yahya Aliyu 1981-1986.
5.	Dr. Liman Ciroma, CFR, 1983-1986	Alhaji Yahaya Aliyu 1981-1986.
6.	Professor E.U. Essien Udom 1986-	Professor Idris A. Abdulkadir 1986-

Representation on Outside Bodies

The National Universities Commission is represented on the following bodies:

(i) Students Loans Board
(ii) Ondo State University Council
(iii) Bendel State University Council
(iv) The National Manpower Board
(v) The Standards Organisation of Nigeria
(vi) The Joint Admissions and Matriculation Board
(vii) The Federal Scholarship Board

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THE ADMINISTRATIVE DIVISION OF THE NATIONAL UNIVERSITIES COMMISSION SECRETARIAT

THE National Universities Commission first came into being in 1962 following the recommendation of the Ashby Commission on higher education and was in those days an arm of the cabinet office and therefore in the civil service proper. The cabinet office and, later, the Federal Ministry of Education was also responsible for operating the universities' and the commission's funds. The role of the National Universities Commission was thus mainly advisory in addition to liaising between the universities and government departments and ministries and acting as the channel for government funding of the universities. Occasionally, ad-hoc committees of the commission were appointed to carry out specific assignments. The first chairman was Alhaji Muhammadu Tukur, the Emir of Yauri, and the first secretary, Dr. Okoi Arikpo.

Higher Education was until 1971, on the concurrent legislative list of the Nigerian Constitution, and this provision allowed both the former regions and the Federal Government to establish their own universities. The former regional universities of Ahmadu Bello, Ife, Nsukka and Benin were established under this provision; while Ibadan and Lagos were the only federal institutions.

The Federal Universities of Ibadan and Lagos were directly under the cabinet office. The role of the Federal Ministry of Education in university matters was constitutionally secondary although the ministry was invariably consulted by the then Prime Minister on all policy matters. The Prime Minister was therefore the minister responsible for higher education in those days.

THE ADMINISTRATIVE NATIONAL UNIVERSITIES COMMISSION

Given the background of the mode of operation of the older universities in the country those days, it is not surprising that a strong central organisation to look after the affairs of the Nigerian universities was unlikely to be set up. The advantages of central planning and co-ordination were thus lost to the nation.

With the creation of more states in the country in 1967 and the increased control of resources by the Federal Government coupled with the hierarchical nature of military rule, all federal bureaucracies acquired more powers and gained supremacy. The Federal Government was responsible for the major part of university funding, including that of the then state universities. This brought all the universities under the direct influence of the commission. As a result, only programmes approved by the National Universities Commission were eligible for funding, and external assistance to the universities was obtainable only through the channels of the NUC. These changes already paved the path towards a statutory National Universities Commission.

This interim NUC which was responsible for university affairs right from 1967 did much of the ground work for the creation of the statutory National Universities Commission which came into being in July, 1975. In this regard the efforts of the chairman of the Interim Commission, Chief Rotimi Williams and of his team are very noteworthy. Tribute must also be paid to the then Federal Commissioner for Education Chief A.Y. Eke, and the then permanent secretary of the Federal Ministry of Education, Alhaji Ahmed Joda, for the valuable support and co-operation they gave to the Interim Commission without which support the creation of the statutory commission might have been considerably delayed. After the appointment in 1967 of Dr. Okoi Arikpo as Commissioner for External Affairs, the National Universities Commission had no substantive secretary. The duties of secretary were performed by a succession of career civil servants including Mr. S.S. Waniko, Mr. Andrew Obeya and Mr. Waziri Abdu.

STATUTORY NATIONAL UNIVERSITIES COMMISSION

The series of development outlined above led to the creation of the Statutory National Universities Commission by Decree No. 1 of 1974 with the sole responsibility for advising the Federal Government on all aspects of higher education.

Broadly, the functions of the statutory commission are those related to the coordination, development, and financing of Nigerian universities. Specifically, the statutory commission has been charged with the following responsibilities:

i) to advise on the creation and location of new universities and other degree granting institutions;
ii) to prepare after appropriate consultations, periodic masterplan for the balanced and co-ordinated development of all the universities;
iii) to estimate and request from government, annual and quinquennial grants for the universities and to distribute this in accordance with a set formula;
iv) to collect, analyse and publish information relating to university development and education in Nigeria;
v) to develop general programmes to be pursued by universities in order to ensure that they are fully adequate for national needs and objectives;
vi) to recommend the establishment of new faculties or post-graduate institutions in existing universities;
vii) to investigate the need for university research and ensure that adequate funds are provided for this;
viii) to undertake periodic reviews of the terms and conditions of service of personnel engaged in the universities;
ix) to act as agency for channelling of external aid to the universities in Nigeria, bearing in mind the country's foreign policy and security.

The composition of the Statutory National Universities Commission deserved to be mentioned and is made up as follows:

i) A chairman who is part-time;
ii) Seven members drawn from the Nigerian universities to represent the following disciplines and drawn up in such a way as to represent the erstwhile maximum number of universities;: Agriculture; Forestry and Veterinary Science; Natural (Basic) Sciences; Engineering and Technology; Social Sciences; Humanities and Medical Sciences;
iii) The permanent secretaries of the following federal ministries which have special roles in higher educational development; Education; Economic Development; Finance; and Health;
iv) Six members appointed on individual merits to represent commercial, industrial and professional, and other interests;
v) The executive secretary who is ex-officio and responsible for the execution of the policies of the commission, and for the day to day running of its affairs.

On the occasion of the inauguration of the Statutory National Universities Commission on Thursday, 10th July, 1975, the then head of state traced the history of the commission to 1962 and the growth of higher education in Nigeria thereafter. He remarked that the growth in university education was very salutary and would continue to be encouraged. It was therefore the view of his government that university education would be directed so that it could remain an instrument for true national advancement with quality and perspective properly maintained. He said that this was why the Federal Government had found it necessary to take-over the planning and control of higher education from the former regions and the new states. He also revealed that the government was determined to boost the educational opportunities of every Nigerian and that education would be made to respond to the needs and aspirations of the nation and its people. He also referred to the need to build more universities in the country and to evolve the course system whereby the weaker entrants into these institutions will be helped to catch up with the rest. In all this, the role and leadership of the newly reconstituted National Universities Commission was considered crucial by the Federal Military Government. He therefore enjoined the commission to live up to that expectation by giving a true sense of direction and leadership to the Nigerian universities. He rounded up by mentioning the functions of a university in a developing country, and enjoined the commission to help to direct the universities to these goals.

When the newly reconstituted National Universities Commission took off, it was faced with a number of serious issues and problems which demanded urgent attention. These included the total federalisation of universities; planning of the new universities; expansion of the older ones; harmonisation of conditions of service of university staff with rest of the public sec-

tor; urgent long standing university problems and the re-organisation of the commission's secretariat. Consequently, a number of steps were taken with a view to accomplishing these tasks.

CHAPTER TWO

ORGANISATION OF THE NATIONAL UNIVERSITIES COMMISSION SECRETARIAT

As at July 1975 when the Statutory National Universities Commission was inaugurated, the secretariat of the commission had been functioning as a single unit. The provision of the secretariat then was very small and consisted of a secretary, an under-secretary, a building officer, an academic planning officer, a statistician and a number of supporting staff mainly of junior staff cadre.

The Federal Public Service Commission and the Ministry of Education had been handling all personnel transactions including recruitment, position classification and staff matters. The Ministry of Education had also been operating the universities' and the commission's fund. The secretariat's administrative duties were therefore vegetative such as routine office administration and liaising with government department and ministries. On a few occasions, ad-hoc committees of the commission were appointed to carry out specific assignments.

With the increase in the scope and responsibilities of the new commission, consequent upon the Federal Government decision to take-over the responsibility for higher education, the secretariat needed expansion and re-organisation in order to cope with this. Consequently, five main divisions were created in the secretariat, each headed by a director with appropriate qualifications. These divisions are:

Administration
Academic Planning
Finance
Physical Planning
Research and Post Graduate Development

It is however necessary to emphasize that the massive re-organisation of the secretariat would have been almost impossible were it not for important developments which took place namely, the movement of the four-room secretariat from the cabinet office to a larger accommodation which at Ikoyi composed of a main block of six flats and an outer-house (later addition) of a block of two flats, and to its present temporary locations at Tafawa Balewa Square, James George and Kaduna.

The divisional heads assist and advise the executive secretary over matters relating to their respective portfolios. The areas of responsibilities of these divisions are as indicated below:

1. **Administration Division**
   Internal Administration of the Commission
   Commission's Staff Matters
   Commission's Meetings
   University Administration
   Academic Visitation to the Universities
   Conditions of Services of University Staff
   Special Investigations
   Circulars to the Universities
   Liaison with Nigerian governments and ministries
   Annual Report of the Commission
   Publication and Information
   Other schedules as may be added from time to time.
2. **Academic Planning Division**
   The processing of new courses. This, in turn, includes proposed faculties and institutes in the existing universities, and courses to be offered by the new Universities Curriculum Development and Co-ordination/Preparation of Master Plans
   Costing of Academic Programmes
   Annual Estimate Hearings of the Universities Allocation of Federal

Grants to the universities
Other schedules as may be added from time to time.

3. **Finance Division**
   Participation in Annual Estimate Hearings of the Universities
   Collating the various estimates of all universities
   Operation of the National Universities Commission Fund
   Other schedules as may be added from time to time.
4. **Physical Planning Division**
   This unit is responsible for advising the executive secretary on the planning, general supervision and inspection of university building projects consistent with the planning of the new university institutions.
5. **Research and Post-Graduate Development Division**
   Liaison with outside Agencies
   External Aid for Nigerian Universities
   Coordination of research work in the universities
   Processing of applications for overseas travels by the universities and NUC staff.
6. **Statistics/Data Unit**
   This Unit is responsible for analysing and producing the statistical data arising from the annual operations of the commission.

Each of these divisions, with the exception of the Statistics/Data Unit, has a reasonable complement of senior and junior staff to support the divisions, although it should be pointed out that the commission has not been able to recruit as many staff as it needed to perform its functions effectively due to various reasons, the most important of which is lack of housing facilities for its staff and appropriate salary.

NATIONAL UNIVERSITIES COMMISSION ADMINISTRATION DIVISION

FUNCTION OF THE DIVISION

The administration division is an imperative service link among all other divisions of the commission and hence a good factor in the implementation of policy decisions relating to university administration. The Director of Administration is the secretary to the board and most of its committees' hence, the division looks after the effectiveness of the various committees and the welfare of the commission members. It is in charge of communication of government circulars/decisions to the universities. Administration division serves as a service-centre to all divisions in the sense that it provides guidelines for the effective performance of the various divisions in the recruitment of staff, provision of establishment estimates for the secretariat and as well serving as the liaison between the Federal Government and the secretariat staff on government policies and procedures. It co-ordinates staff development programmes of the commission and sees to the welfare of members of staff

In order to carry out these functions effectively, the division was sub-divided into six units, viz:

i) Establishment Section
ii) Committee and Protocol Section
iii) Information and Publication Section
iv) Transport Section
v) General Services Section and
vi) Library Section.

ESTABLISHMENT SECTION: This section is responsible for general staff matters like staff recruitment, promotion, discipline, staff development programmes, accommodation and deployment. There has been a great expansion in staff strength in consonance with the emergence of more universities in the country. While the staff strength in 1978 was 120, it has grown over the years to 336 by December 1987. The rapid increase in personnel was due largely to the increasing professionalism required to match the reorganisation of the various divisions but particularly the academic planning, physical planning and the research and post graduate divisions of the commission. In 1987 alone, twenty-nine senior members of staff were recruited mainly into the three divisions.

Promotion is made at the beginning of every year to deserving staff of the secretariat to boost their morales while disciplinary actions are continous processes.

COMMITTEE AND PROTOCOL UNIT: The Board of the Commission meets at least four times a year and in order for the members of the commission to be more aware of the progress and problems of the universities, board meetings rotate round the university towns.

The meetings of the various committees are held as constantly as necessity demands. For all these meetings the administration division provides both secretariat and clerical services as will be highlighted shortly.

STAFF DEVELOPMENT: Commendable progress has been made in this area. A number of officers have benefited from the staff develop-

ment programme of the commission. These range from the typists and clerical officers cadre who had been trained in the line of confidtial secretaries and/or executive officers cadre. Messengers with demonstrable abilities had been encouraged to train as typists while senior executive officers had attended diploma courses in the universities. Other management staff at various levels of appointment had been exposed to trainings in their areas of competence both locally and overseas.

In this wise, the E.E.C. U.S.I.S. and the British Council have been and are still of commendable assistance to the commission as some of the commission's staff had been sponsored abroad for development purposes by or through them. There is no doubt that all these efforts at staff development have yielded some fruits because the developed staff have demonstrated that they have acquired better skills in the performance of their duties.

THE COMMITTEE AND PROTOCOL UNIT: This unit or section is charged with the responsibility of servicing the various committees of the Board of the Commission. The board itself is divided into various committees for a more effective and direct thrust into the different spheres of its responsibilities.

The Committees are:

i) Accreditation Committee
ii) Finance Committee
iii) University Development Committee
iv) Tenders Committee
v) Management Committee
vi) Establishment Committee
vii) Appointments Promotion Committee

Secretaries are appointed from the committee unit to cover the various meetings of the commission and the committees which come up from time to time. The protocol arm of the unit organises receptions, accommodation and entertainment for members of the commission and the committees.

TRANSPORT UNIT: This is charged with the movement of board members during meetings. The unit also oversees the use of vehicles allocated to the various sections and or units of the commission's secretariat for maintenance purposes.

THE GENERAL SERVICES UNIT: This unit purchases and maintains office equipment and as well maintain staff quarters. It is also responsible for the security arrangement for offices and houses of the commission as well as seeing to the cleanliness of the office surroundings.

THE INFORMATION AND PUBLICATION UNIT: This unit is responsible for collation, edition and publication of news as it affects the commission. In that capacity, the unit has the onerous task of image making for the commission. For this reason, it is this unit therefore that deals directly with the media in order to project the activities of NUC. The unit has for long been publishing and distributing quarterly bulletins where current issues in university management are highlighted for local and international consumption.

THE UNIVERSITIES AND OVERSEAS UNIT: Whose duty is to encourage and foster linkage relationships among Nigerian universities and their foreign counterparts in order to have Nigerian universities activities recognised internationally as well as benefit financially, technically and morally, was a unit of administration division until 1987 when it was moved to a new division. This division, research and post graduate development, was set up in 1987 to promote and fund research programmes in the universities. This brings to five the number of divisions in the commission.

THE LIBRARY: A sub-unit in administration is largely a reference one with limited facilities for borrowing. External publications are sometimes procured in exchange for the commission's bulletins and annual reports. Publications like weekly bulletins of the Federal universities, research reports of government enquires and white papers are available for reference purposes.

GROWTH AND CHANGES WITHIN THE DIVISION: The steady growth of the division is a direct response to the growth of the commission. With a staff strength of less than ten persons at inception, the commission currently has 336 employees. The Administration Division naturally has grown in order to cater for the increased staff strength of the secretariat. The staff strength of the division is 154, made up of 29 senior and 125 junior members of staff. Administration Division has the largest number of employees with varied and encompassing duties. In its period of growth there were changes in the structure of the division. In 1985, a unit in the division, purchases, was moved to finance and moved back to administration in 1987. Transport, legal, committee, information and protocol were one time or the other subjected to similar movement. All these units had been returned to the administration division where they rightly belong, by the end of 1987.

There has also been a high incidence of

changes in the leadership of the division, starting with the time when the head of division was referred to as head of administration until NUC became a first class government parastatal and the headship becomes a director. Since then, the division has been headed by about seven persons.

The division is set to do its best towards the achievement of the goals of the commission. As a service centre of any organisation, administration division has to be bold, dynamic, foresighted, adventurous and un-equivocal. Only in doing this can it be effective, efficient and respectable.

The administration division of the National Universities Commission is aware of the benefits good management and effective implementation welfare conditions could bestow on its employees and is doing very well in that regard. This alone can lead to great heights of achievement for staff whose duty it is to evolve a single university system through central co-ordination and national planning.

FINANCE DIVISION

THE Finance Division of the National Universities Commission did not actually come into existence until after the creation of the Statutory NUC in 1974 by decree No. 1 of 1974. Prior to the creation of Statutory NUC the financing of what was then known as the NUC was handled by the Cabinet Office. The records kept were incomplete and scanty so much that it is difficult if not impossible to extract from them accurate and reliable information as to actual releases of funds to those Institutions that were in existence between 1962 and 1975.

When however the Statutory NUC was created in 1974 and the Commission's Secretariat was reorganised by the then Executive Secretary, now the Federal Minister of Education, Professor Jibril Aminu, a Finance Division of the Commission came into focus immediately thereafter and the accounting and other financial records of the Commission have since been meaningfully kept. The Commission was able to attract professionally qualified Accountants into its service which has aided the proper handling of the Commission's Finances generally.

The Finance Division which is headed by a Director is responsible for coordinating financial requirements of all the Federal Universities and the Secretariat together with processing Foreign Exchange requirements of both the Federal and State Universities. Among the principal functions of the Division are:-

(i) Active involvement in the determination and preparation of the financial needs of the Universities in the quinquennial plans of the Federal Government.

(ii) Active participation at the Annual Estimate Hearings of various Universities conducted by the Commission to determine the financial requirements of the Universities in any budget year and to assess the financial and academic performance of each Institution in the immediately preceeding financial year.

(iii) Preparation of the Commission's Secretariat annual and quinquennial budgets including those of the overseas office.

(iv) Collating annually various estimates of all the Universities and submitting same to the Federal Government through the Federal Ministry of Finance.

(v) Defending the budgets of the Universities and that of the Secretariat at various levels of defence with the Federal Government.

(vi) Follow-up of the grants approved by the Federal Government to ensure immediate and timely release of same to the Commission and ensuring that the grants released are promptly sent to various Universities.

(vii) Ensuring that adequate and financial records are maintained for all local and foreign transactions.

(viii) Keeping accurate records of the supplementees under NESS and ensuring prompt payments of entitlements under the scheme.

(ix) Liaison with both Internal and External Auditors for the regular checking of the accounts of the Commission and for close surveillance and scrutiny of the financial performance of the Universities.

(x) Preparation of Final Accounts of the Commission and causing same to be audited from time to time.

In pursuit of its objectives, the Divison had considerable dealings with Government Ministries and Departments essentially the Ministries of Finance, National Planning, Trade and Industries, the parent Ministry — The Ministry of Education and so on. The Commission through its Finance Division has

financial dealings with the Central Bank of Nigeria and other Commercial Banks in the Country. It must be acknowledged that with the cooperation of the Ministries and Departments as well as the Central Bank of Nigeria, the Division has been able to achieve a measure of success.

FUNDING THE UNIVERSITIES

In its twenty-five years existence, there is no doubt that the NUC handled for and on behalf of the Universities billions of Naira for recurrent and Capital needs of these Institutions. The Finance Division of the Commission has been responsible for the collection of the funds from the Government and the release of same to the Universities. Generally the funding of the Universities in the last twenty-five years by the Federal Government had not been too bad on the average as Education particularly higher Education had been on the funding priority list of the Federal Government. It is a fact that the Universities had enjoyed very good years as well as very bad years of Government financial support. Over the years the Universities financing had been haphazard relative to the state of economy. Although the Universities' funding had not been too bad on the average, this does not suggest that the funds made available to these Institutions were enough for their commitment. There were instances where figures submitted to Government by the National Universities Commission for the Universities' need were cut across the board by the Federal Government. The instability in financing these Institutions had not made meaningful planning very easy in the system. In the years of oil boom, the Government pumped a lot of money into the Universities. The sudden upsurge in the funding of the Universities encouraged most of them to embark on many but essential capital projects. In recession, the level of funding dropped drastically so much so that most of the project started in boom could no longer be completed up till today. Indeed the sudden drop in the Universities' funding made it very difficult for most of the older Institutions to pay salaries and to buy Teaching and Research Equipment. However, some of the Institutions are also guilty of financial mismanagement which has largely been responsible for their financial woes and tribulations. The pattern of funding the Universities in the last twelve years is attached to this write-up. In summary, the grants to various Institutions in the last twelve years are as shown below:-

	Total Recurrent	Total Capital	Grand Total
Ibadan	422,843,388	92,463,872	515,307,260
Lagos	382,910,616	85,099,826	468,010,442
Nsukka	394,951,538	114,309,579	509,261,117
Zaria	438,573,816	118,022,970	556,596,786
Ife	380,706,483	99,149,675	479,856,158
Benin	234,965,261	120,400,216	355,365,477
Jos	165,303,652	99,324,187	264,627,839
Sokoto	95,390,514	104,672,709	200,063,223
Calabar	151,443,711	109,453,046	260,896,757
Kano	140,876,491	94,435,928	235,312,419
Maiduguri	153,074,901	94,180,219	247,255,120
Ilorin	140,234,600	108,906,271	249,140,871
Port Harcourt	113,101,930	105,930,752	219,032,682
Bauchi	36,274,124	54,504,827	90,778,951
Makurdi	36,461,898	50,004,827	86,466,725
Owerri	35,703,322	61,555,727	97,259,049
Akure	19,992,689	35,640,811	55,633,500
Yola	17,814,236	34,254,827	52,069,063
Abeokuta	17,878,933,	25,117,695	42,905,628
Minna	19,055,802	31,526,331	50,582,133
A.C.E. Ondo	26,736,645	8,661,962	35,398,607
ATC's Kano & Zaria	87,196,891	16,292,564	103,489,455
D.A.C.	11,546,291	1,000,000	12,546,291
I.A.L.S.	1,260,000		1,260,000

Open University	250,000	3,000,000	3,250,000
Total	₦3,524,456,732	₦1,667,908,821	₦5,192,365,553

OVERSEAS FINANCE

For effective administration of Universities commitments abroad, the Commission maintained up till 1984, four overseas offices in London, Washington, Ottawa and Cairo. In accordance with the Government directive sometime in 1984 forbidding Government Agencies from maintaining office abroad sperate from Nigerian Embassies, the Commission closed down its offices in Ottawa and Cairo and transferred the operations of the offices to the Embassies in those countries.

In any case, by special arrangement, the Commission retained its offices in London and Washington under the headships of Education Attaches appointed and controlled by the Federal Ministry of Education. The Commission finances these offices from its resources till today. The Finance Division apart from supervising the accounting functions of the overseas offices is also responsible for seeking approvals for the foreign exchange requirements of these offices and the Universities.

To compliment the local staff, expartriates are employed in Federal Universities to lecture subjects in disciplines with inadequate staff and/or where it is difficult to recruit local hands. The Finance Division of the Commission's Secretariat had the responsibility for seeking approval of the foreign exchange used to supplement salaries of these expartriate staff serving under NESS (Nigerian Expartriate Supplementation Scheme) arrangement. The approved foreign exchange is remitted abroad to finance the overseas offices as well as the purchase of equipment, books, etc which was done through NUC overseas offices by the Universities.

THE ACCOUNT OF THE COMMISSION

The Accounts of the commission are up to date and have been audited up to 31st December, 1986. The Audit of 1987 Accounts is in progress. The Audited Accounts of the Commission as at 31st December, 1986 is an appendix to this report. The accounts depict the total assets and financial strength of the Commission as at 31st December, 1986.

It is pertinent to mention that the Commission erected an office block at 18 Alhaji Ribadu Road, Ikoyi in 1979, which was taken over by the Federal Government in 1984 without any compensation. The building which originally cost ₦614,532 had a book value of ₦503,936 at the time it was taken over. Other landed properties of the Commission include:-

1. The houses in London at
   (i) 7 Brondesbury Park, London N.W.6
   (ii) 6 Western Avenue, London

2. Two Houses in Ottawa located at
   (i) 2119 Crafton Crescent
   (ii) 43 High Park Crescent

3. Two houses in Washington situated at
   (i) 9000 Paddock Lane, Potomac, Maryland 20854
   (ii) 11208 Broadgreen Drive Potomac 20854, Maryland.

There are undeveloped plots of land at Victoria Island, Kaduna and Abuja.

In conclusion the Finances of the Secretariat and the Universities in the last twenty-five years had not been too bad but there are rooms for improvement.

CAPITAL APPROPRIATIONS OF NIGERIA'S FEDERAL UNIVERSITIES 1976-1987

Universities	1976/77 Grants	1977/78 Grants	1978/79 Grants	1979/80 Grants	1980 Grants	1981 Grants	1982 Grants	1983 Grants	1984 Grants	1985 Grants	1986 Grants	1987 ₦	TOTAL ₦
Ibadan	3,866,500	4,281,000	5,100,000	5,000,000	18,000,000	19,200,000	14,855,082	8,421,264	1,413,860	3,801,166	5,525,000	3,000,000	92,463,872
Lagos	8,182,650	2,500,000	6,050,000	6,403,000	16,999,999	20,000,000	7,973,662	5,421,263	1,305,086	1,739,166	5,525,000	3,000,000	85,099,826
Nsukka	7,001,036	13,500,000	8,750,000	8,700,000	16,538,007	26,000,000	13,938,901	5,421,263	1,413,860	2,896,423	5,525,000	4,625,089	114,309,579
Zaria	7,621,000	14,500,000	14,700,000	10,550,000	21,499,999	23,000,000	8,268,304	6,168,988	1,413,860	1,739,166	5,525,000	3,036,653	118,022,970
Ife	10,344,500	12,000,000	3,800,000	5,000,000	16,499,999	16,000,000	7,973,662	5,421,263	1,413,860	3,540,313	7,416,668	9,739,410	99,149,675
Benin	10,858,009	9,000,000	10,050,000	10,000,000	17,999,999	26,481,315	10,963,785	5,421,263	1,413,860	5,239,166	6,863,542	6,109,277	120,400,216
Jos	1,784,900	10,900,000	10,240,000	9,940,000	13,949,999	16,926,720	12,957,200	5,815,702	1,915,660	2,280,000	6,550,390	6,063,616	99,324,187
Sokoto	1,383,850	6,450,000	10,870,000	10,570,000	14,500,000	21,000,000	11,960,492	5,801,702	1,915,660	2,280,000	6,550,390	11,390,615	104,672,709
Calabar	1,784,900	12,350,000	10,030,000	9,730,000	13,760,001	21,000,000	10,027,077	5,801,702	1,915,660	2,280,000	14,571,407	6,202,299	109,453,046
Kano	2,214,500	5,500,000	10,450,000	10,400,000	14,130,000	21,000,000	9,967,077	5,801,702	1,915,660	2,280,000	6,550,390	4,226,599	94,435,928
Maiduguri	1,383,850	4,750,000	10,870,000	10,820,000	14,500,000	21,000,000	9,967,077	5,801,702	2,046,660	2,280,000	6,550,390	4,210,540	94,180,219
Ilorin	1,383,850	6,400,000	10,030,000	10,577,000	15,760,001	32,000,000	9,967,077	5,801,702	2,095,660	2,280,000	8,039,240	4,571,741	108,906,271
Port Harcourt	1,383,850	5,200,000	9,610,000	9,310,000	14,400,000	27,000,000	11,960,492	5,801,702	2,315,660	2,280,000	6,550,390	10,118,658	105,930,752
Bauchi	—	—	—	—	2,000,000	18,500,000	13,463,785	6,772,773	2,000,000	1,750,000	6,318,269	3,700,000	54,504,827
Makurdi	—	—	—	—	—	18,500,000	10,963,785	6,772,773	2,000,000	1,750,000	6,318,269	3,700,000	50,004,827
Owerri	—	—	—	—	—	18,500,000	10,963,785	6,772,773	2,000,000	2,673,335	9,979,324	10,666,510	61,555,727
Akure	—	—	—	—	—	2,000,000	10,963,785	6,772,773	2,000,000	2,673,335	6,730,918	4,500,000	35,640,811
Yola	—	—	—	—	—	2,000,000	10,963,785	6,772,773	2,000,000	2,500,000	6,318,269	3,700,000	34,254,827
Abeokuta	—	—	—	—	—	—	2,400,000	8,199,425	2,000,000	2,500,000	6,318,270	3,700,000	25,117,695
Minna	—	—	—	—	—	—	2,400,000	8,199,425	2,000,000	2,673,335	6,730,918	9,522,653	31,526,331
A.C.E., Ondo	—	—	—	—	—	—	2,392,098	1,162,243	1,657,620	1,600,000	850,001	1,000,000	8,661,962
ATC., Kano	—	—	—	—	—	—	2,392,098	1,162,243	1,474,500	1,267,440	850,001	1,000,000	8,146,282
ATC., Zaria	—	—	—	—	—	—	2,392,098	1,162,243	1,474,500	1,267,440	850,001	1,000,000	8,146,282
Open University	—	—	—	—	—	—	500,000	2,500,000	—	—	—	—	3,000,000
D.A.C.	—	—	—	—	—	—	—	—	—	—	—	1,000,000	1,000,000
Total	59,193,395	107,331,000	120,550,000	117,000,000	210,538,004	350,108,035	210,575,107	133,150,662	41,101,626	55,570,285	143,007,047	119,783,660	1,667,908,821

RECURRENT APPROPRIATIONS OF NIGERIA'S FEDERAL UNIVERSITIES 1976-1987

Universities	1976/77 Grants	1977/78 Grants	1978/79 Grants	1979/80 Grants	1980 Grants	1981 Grants	1982 Grants	1983 Grants	1984 Grants	1985 Grants	1986 Grants	1987 ₦	TOTAL ₦
Ibadan	21,447,500	29,036,000	25,725,000	25,298,430	28,638,199	41,360,550	40,232,619	39,398,227	48,618,605	48,705,667	42,009,553	32,373,038	422,843,388
Lagos	19,331,100	22,923,000	18,487,000	22,098,090	25,562,498	37,404,000	37,532,866	40,055,449	45,730,871	45,652,000	38,488,519	29,645,223	382,910,616
Nsukka	19,559,100	26,497,000	22,299,000	23,144,750	27,036,849	37,017,020	36,482,203	40,358,500	47,503,898	46,068,000	38,941,887	30,043,331	394,951,538
Zaria	21,164,700	27,712,000	23,607,000	25,010,800	29,753,549	41,531,825	41,635,674	46,045,116	51,948,723	52,069,667	44,116,101	33,978,661	438,573,816
Ife	16,010,800	22,587,000	18,275,000	23,395,450	27,528,798	38,565,450	35,635,563	41,072,543	45,041,896	45,135,000	38,063,983	29,395,000	380,706,483
Benin	9,806,800	12,997,000	10,507,000	11,741,950	15,226,399	21,013,150	21,970,217	26,019,816	28,307,507	28,401,000	27,658,422	21,316,000	234,965,261
Jos	2,528,200	4,500,000	5,116,000	8,314,700	11,159,550	17,354,350	17,291,381	19,243,636	21,929,022	22,237,667	20,107,946	15,521,200	165,303,652
Sokoto	813,333	2,483,000	2,727,000	4,643,720	6,399,949	9,323,800	10,021,516	11,735,727	12,931,803	12,923,000	12,095,171	9,292,495	95,390,514
Calabar	3,025,200	5,061,000	5,438,000	8,052,800	10,492,299	15,273,650	15,441,605	17,759,633	19,526,003	19,476,000	17,987,480	13,910,041	151,443,711
Kano	3,294,400	6,182,000	6,350,000	8,128,750	9,599,698	14,329,800	13,696,154	15,283,119	18,066,019	17,389,000	16,101,439	12,456,112	140,876,491
Maiduguri	2,713,200	4,355,000	6,974,000	7,076,900	8,817,249	14,279,600	15,594,626	17,744,864	20,283,759	20,560,667	19,547,561	15,127,475	153,074,901
Ilorin	1,513,000	3,486,000	4,083,000	6,371,655	8,382,248	13,678,075	15,137,732	16,676,780	19,141,132	19,040,000	18,473,339	14,251,639	140,234,600
Port Harcourt	813,000	2,452,000	2,850,000	4,635,931	7,068,406	11,025,343	12,189,535	13,827,084	16,312,019	15,812,000	14,674,676	11,441,936	113,101,930
Bauchi	—	—	—	—	200,000	3,141,000	4,162,593	5,835,491	6,217,115	5,753,666	6,212,367	4,751,892	36,274,124
Makurdi	—	—	—	—	100,000	3,009,000	4,616,601	5,198,508	6,343,115	6,021,666	6,368,794	4,804,214	36,461,898
Owerri	—	—	—	—	—	3,350,623	4,067,998	4,781,976	5,634,422	5,531,000	6,975,561	5,361,742	35,703,322
Akure	—	—	—	—	—	20,000	2,481,245	3,041,940	3,010,805	3,057,000	4,742,556	3,639,143	19,992,689
Yola	—	—	—	—	—	233,699	2,428,028	2,766,043	3,017,211	2,606,000	3,840,684	2,922,571	17,814,236
Abeokuta	—	—	—	—	—	—	2,000,000	2,513,077	4,163,750	2,464,000	3,780,972	2,866,134	17,787,933
Minna	—	—	—	—	—	—	2,000,000	2,111,094	4,414,750	2,780,000	4,382,495	3,367,463	19,055,802
A.C.E., Ondo	3,333,235	1,682,000	1,528,000	1,476,000	1,675,225	2,721,000	2,160,000	2,257,000	2,721,468	2,677,000	2,543,973	1,961,744	26,736,645
ATCs. K & Z	15,142,110	9,318,000	6,472,000	6,524,000	7,924,775	9,279,000	6,663,000	4,886,826	5,728,840	5,696,000	5,399,852	4,162,488	87,196,891
D.A.C.	—	—	—				—	2,141,000	2,577,926	2,484,000	2,453,493	1,889,872	11,546,291
I.A.I.S.	—	—	—				260,000	5,000,000	500,000	—	—	—	1,260,000
Open University	—	—	—					—	250,000	—	—	—	250,000
Total	140,495,678	181,271,000	160,438,000	185,913,926	225,565,691	333,910,935	343,701,156	381,253,449	439,920,659	432,540,000	394,966,824	304,479,414	3,524,456,732

25 YEARS OF CENTRALISED EDUCATION IN NIGERIA

BY ACADEMIC PLANNING DIVISION

Introduction

THE demand for Universities in Nigeria in the late 18th Century by the Nationalists could not arise until they had come into contact and understood the power of the Universities — the peak of the Educational Pyramid. However, up to the late 1940s, the measures of success the advocates for the establishment of University Education achieved was the opening of the Yaba High College in 1943.

The opening of the school started a spate of public controversy and criticism by the intellectuals who then were expecting nothing short of a University. But their demand did not get the support of the Colonial Administrator then, who were not envisaging self-government for Nigeria and senior posts in Nigeria were exclusive preserve for the Colonialists. Furthermore, the report of the 1925 Advisory Committee on Education in the Colonies stated that "the growing demand by the Nigerians for higher education was fulfilled for those able to afford it, in European and American Universities," and that "education should be adapted to the environment and mentality of the people." This report did not help matters at all.

Later in 1934, the Colonial Administration were at last forced to concede to the long standing demand of the Nationalists. During the period, the Asquish and Elliot Commissions were separately set up to look into the issue of Higher Education in the colonies and West Africa respectively. Both Commissions submitted their reports in 1945 and agreed on the urgent need for the establishment of University. The reports of these Commissions were to have a far reaching effect in deciding the future of University Education in British West Africa and Nigeria in particular.

It may be necessary to conclude the statement on the origin of University Education in Nigeria with a brief remark on the Nigerian Colleges of Arts, Science and Technology. These institutions were later to form the foundation of the future Nigerian Universities. There were three of them, the ones in Zaria and Ibadan were established the same time in 1952/53 while the one at Enugu was established during the 1955/56 academic year.

Development of Universities in Nigeria

Consequent upon the Asquith and Elliot Commissions Reports of 1945, the University College of Ibadan was established in January, 1948 as a College Campus of the University of London.

Lectures started at the same period in the temporary site at Eleyele, Ibadan with the first batch of 104 students from the defunct Yaba Higher College. Courses available at inception were Arts, Pure Science, Agricultural Science and Medicine.

In 1954, Nigeria adopted a Federal Constitution, and Higher Education was placed on the concurrent legislative list. To avoid an imbalanced development and wasteful duplication that may arise from Federal and Regional Government quest for establishment of Universities, the Federal Government set up the Ashby Commission in 1959. The Commission was to review the Manpower needs of the whole country and make recommendation for a structure of post-secondary and higher education for the 70s.

It was a result of the Commissions recommendation that the so called "Ashby Universities" were established between 1960 and 1962 in the following sequence.

(1) The University of Nigeria, Nsukka, was established in 1960 as the first Nigerian initiated University.

(2) The University of Ife, now Obafemi Awolowo University, though not

recommended by 'Ashby' was founded in 1961 by the Government of Western Region.

(3) The Ahmadu Bello University, Zaria was founded in 1962 by the Northern Nigerian Government.

(4) The University of Lagos was established in 1962 by the Federal Government.

These four Universities were established as autonomous institutions. It was on December 27th, 1962 that the bill making University of Ibadan an autonomous institution was passed by the Governor-General of Nigeria.

In 1963, the Mid-Western Region was carved out of the Western Region. Expectedly, she demanded for a University of her own. However, the region was to wait till the end of the National Crisis in 1970 before she had her University. The University of Benin was finally founded in 1972 as an offshoot of the then Mid-West institute of Technology.

The Third National Development Plan made provisions for the establishment of Seven more Universities, to be located in States where there were none at that time. This gave birth to the so called 'Seven Sisters' or Second Generation Universities, in 1975. The Universities were established as follows:

(1) The University of Calabar, formerly a campus of University of Nigeria, Nsukka since 1973.

(2) The University of Jos, founded as a Campus of University of Ibadan in 1971.

(3) The University of Maiduguri — 1975

(4) The University of Sokoto — 1975

(5) The University of Ilorin was a former campus of University of Ibadan but became a full University in 1977 after becoming a University College in 1975.

(6) University of Port Harcourt was also a University College in 1975 and affiliated to University of Lagos, by NUC action. It has now assumed an autonomous status.

(7) Bayero University, Kano. It started as Northern Government owned College in 1961; became Bayero College of Ahmadu Bello in 1962, made a University College of Ahmadu Bello in 1975 and became a full University on 1st October, 1977.

The 4th National Development Plan advocated for the creation of more Universities and also the expansion of the existing ones so as to cater for a projected enrolment of about 108,720 students. The National Policy on Education also in consonance with the projection in the Plan wanted new Universities established to ensure even geographical distribution as a means of ensuring national unity.

On October, 1, 1979, the establishment of seven Federal Universities of Technology was announced to offer courses mainly in Technological disciplines. They were sited in Bauchi, Makurdi, Yola, Akure, Owerri, Abeokuta and Minna. However, as a result of Government fiscal measures four of these Universities viz Bauchi, Makurdi, Yola and Abeokuta were later merged with older Universities in 1984 to reduce cost.

Plans are now underway to demerge them.

There are also a few State Governments that have Universities of their own. Today there are 8 of such Universities in the country.

These Universities were established after October 1, 1979 as follows:

(1) Bendel State University, Ekpoma — 1980

(2) Anambra State University of Technology, Enugu — 1981

(3) Imo State University, Okigwe — 1981

(4) Ondo State University, Ado-Ekiti — 1981

(5) Ogun State University, Ago-Iwoye — 1982

(6) Rivers State University of Science and Tech., P/H — 1979

(7) Cross River State University, Uyo — 1983

(8) Lagos State University, Ojo — 1983

The action of the State Governments is supported by the National Policy of Education which empowered States and Voluntary agencies "to establish Universities provided they comply with minimum standard".

Nigerian Universities have thus grown rapidly within the last 25 years, from the modest beginning in 1962 when there were five institutions. There are now 16 Federal Universities, 8 State Universities, one Military University while one Federal University is being planned for Abuja. There could have been more if the Open University programme was not suspended and the Supreme Court had sanctioned Chief

Ukaegbu's Private University in Imo State after 1979.

Student Enrolment

The total university enrolment stood at 3,646 in the 1962/63 academic session. This increased rapidly to 8,888 in the 1966/67 session, only to suffer a reduction during the Nigerian civil disturbances between 1967 and 1970. The setback was temporary as enrolment doubled every four or five years during the period between 1970 and 1985. (See table 1). In the 1985/86 academic session, there were a total of 135,783 students in the university system with the state-owned universities accounting for 21,059 or about 15.5 percent.

Education, as a discipline, stands out to be the most popular as more than 17 percent of the student population are undergoing courses in this area. In other words, one out of every six students in the universities is pursuing courses in Education. Arts, Social Sciences; and Natural & Applied Sciences each accounts for about 13 percent (see chart 1). There has been in existence a national policy on enrolment which stipulates a 60:40 ratio in favour of science-based disciplines. It has not been possible to achieve this ratio over the years. However, the actual enrolment ratio which stood at 51:49 for three consecutive years improved slightly to 52:48 in the 1985/86 academic session. Corresponding figures for the 1963/64 and 1964/65 sessions were 43:57 and 41:59 respectively, thus indicating that a great deal of efforts has been made towards the achievement of this goal.

TABLE 1

NIGERIAN UNIVERSITIES

TOTAL ENROLMENT, OUTPUT OF STAFF 1962/63-1985/86

YEAR	TOTAL ENROLMENT	ACADEMIC STAFF	TOTAL OUTPUT
1962/63	3,646	680	425*
1963/64	5,106	670	860
1964/65	6,707	1,079	1,341
1965/66	7,709	1,208	1,525
1966/67	8,888	1,366	1,264
1967/68	7,058	1,148	1,293
1968/69	8,588	1,288	1,638
1969/70	9,695	1,475	2,175
1970/71	14,468	2,272	3,106
1971/72	17,093	2,245	3,794
1972/73	20,889	2,655	3,915
1973/74	23,228	3,459	4,493
1974/75	26,448	3,584	4,474
1975/76	32,286	4,055	4,780
1976/77	40,914	5,058	8,169
1977/78	46,684	5,190	9,578
1978/79	48,698	5,506	12,463
1979/80	57,742	5,840	13,562
1980/81	77,791	6,666	13,880
1981/82	90,751	8,470	15,715
1982/83	104,774	8,736	21,447
1983/84	116,822	9,457	25,822
1984/85	126,285	10,038	27,550
1985/86	135,783	11,016	30,065

*Excludes UNN

Enrolment for postgraduate studies has consistently been on the increase, both in absolute terms and relative to total student population. From a low figure of 192 in 1965/66 to 9,923 in the 1985/86 academic session, postgraduate enrolment as a percentage of total student population increased by nearly 5 percentage points, from 2.6 percent in 1965/66 to 7.3 percent in 1985/86. The proportion of the total students pursuing undergraduate courses declined substantially from more than 90 percent in 1965/66 to 79 percent in the 1985/86 session. In absolute terms, however, undergraduate enrolment was in 1985/86 over 14 times the level attained in 1965/66, having increased from 7,299 to 107,204 during this period.

An additional development over this period was the appreciative growth in female enrolment. The proportion of female students in the University system rose from 9 percent in 1964/65 to 24 percent in 1985/86 academic session, as female enrolment rose from 601 to 32,540 during the period. In other words, between 1964 and 1985, female enrolment increased on the average by 20.9 percent annually. Male enrolment declined by about 15 percentage points, from 91 percent in 1964 to 76 percent in 1985.

The total student population in the Federal Universities is projected to be 141,400 by 1990/91; when it is expected that the much desired 60:40 sciences-arts enrolment mix will be achieved.

CHART 1

NIGERIAN UNIVERSITIES PERCENTAGE DISTRIBUTION OF TOTAL STUDENT ENROLMENT BY DISCIPLINE 1985/86 SESSION

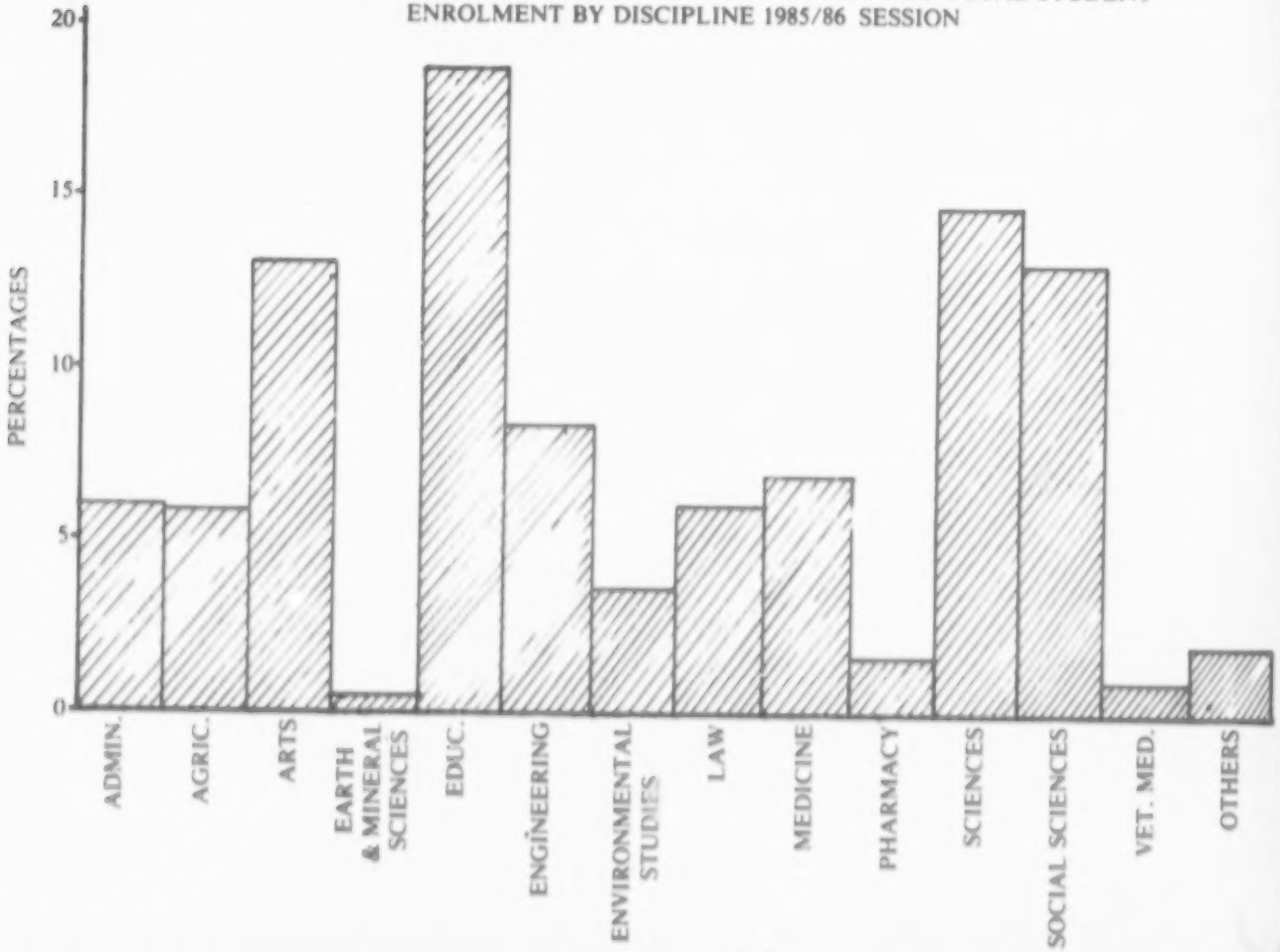

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TABLE 5

NIGERIAN UNIVERSITIES
AVERAGE FAILURE RATES BY DISCIPLINE AND INSTITUTIONS OVER 25 YEARS

Institution	Administration	Agriculture	Arts	Education	Engineering, Technology	Environmental Design	Law	Medicine/Health Sciences	Pharmacy	Social Sciences	Veterinary Medicine
Ibadan	—	20.9	12.0	7.4	17.2		11.0	19.0	—	8.5	29.2
Lagos	59.1	—	18.5	25.1	—	15.3	17.8	21.0	—	3.6	—
Nsukka	6.09	26.4	35.0	5.9	29.8	7.6	7.3	19.6	10.3	8.7	66.4
Zaria	33.0	27.7	40.6	40.7	7.2	N/A	22.9	20.8	15.0	44.8	38.8
Ife	43.2	25.7	—	26.2	28.8	0.7	5.3	18.0	18.0	24.7	—
Benin	—	—	58.9	11.0	46.5	—	30.5	19.7	17.0	16.6	—
Jos	—	—	50.7	29.9	56.3	15.0	—	21.8	—	7.4	—
Calabar	—	—	20.7	14.0	—	—	7.4	18.4	—	7.3	—
Kano	—	—	33.7	33.5	39.4	—	32.7	—	—	15.8	—
Maiduguri	—	—	36.5	28.8	—	—	—	21.0	—	11.1	—
Sokoto	—	18.5	61.8	46.1	—	—	26.4	23.8	—	49.6	—
Ilorin	—	—	33.9	44.5	21.7	—	—	22.1	—	14.4	—
Port Harcourt	—	67.4	23.2	40.4	37.2	—	—	22.2	—	25.2	—
Owerri	—	38.9	—	—	—	—	—	—	—	—	—
Akure	—	—	—	—	—	—	—	—	—	—	—
Minna	—	—	—	—	—	—	—	—	—	—	—
Anambra	—	—	—	—	51.3	—	—	—	—	—	—
Rivers	—		—	26.2	55.9	64.3	22.3	—	—	—	—
Bendel	—	—	1.0	—	45.5	78.3	—	—	—	11.1	—
Cross River	—	—	—	—	—	—	—	—	—	—	—
Ogun	—	—	—	7.9	—	—	—	—	—	—	—
LASU	—	—	—	—	—	—	—	—	—	—	—
Ondo	—	—	—	16.2	—	—	—	—	—	—	—
Imo	—	—	—	—	—	—	—	—	—	—	—

Note: N/A — Information Not Available.

Academic Staff

The number of academic staff generally followed enrolment trends, with the number having increased rapidly between 1963 and 1966: and after the civil disturbances. The total number which stood at 680 in 1962/63 increased to about 11,000 in the 1985/86 academic session, representing an average annual growth rate of about 12.9 percent. (See table 1.)

The overall student-teacher ratio which stood at 5.4 to 1 in 1962/63 rose rapidly to about 12.3 to 1 in 1985/86. Student-teacher ratios, however, varied widely for the different disciplines, with law recording the highest ratio of 28 to 1 in the Federal Universities. (See table 2 below)

table 3). Between 1970 and 1980, the proportions in the senior categories (professors and senior lecturers) increased. With the creation of more universities (both Federal and State), however, the trend was reversed and only one out of every seven academic staff was in the professorial grades in 1985/86 as against one out of five in 1962/63. It is expected that the proportion in the professorial grades will increase as the new universities develop and the staff get promoted. It is however noteworthy that the university system has not achieved the NUC stipulation that 20 percent of academic staff should be in the professorial grades.

In 1965/66 only 46 percent of the academic

TABLE 2

NIGERIAN FEDERAL UNIVERSITIES

STUDENT—TEACHER RATIOS IN 1985/86 ACADEMIC SESSION

Discipline	**Number of Students to one teacher**
Administration	25.9
Agriculture	10.5
Arts	11.4
Earth & Mineral Science	8.2
Education	18.5
Engineering	13.1
Environmental Studies	16.7
Law	28.0
Medicine	6.9
Pharmacy	10.9
Sciences	8.8
Social Sciences	15.3
Veterinary Medicine	4.8

As the total number of academic staff increased with student enrolment, the proportion constituted by professors declined substantially, from 20.2 percent in 1962/63 to 12.5 percent in 1970-71 session. Similar figures for the senior lecturers were 23.5 percent and 12.9 percent respectively for 1962/63 and 1970/71. This indicates that the growth in staff strength occurred mainly in the lecturership grades (see

staff in all Nigerian Universities were Nigerians. Twenty years later, there has been an increase of 40 percentage points as Nigerians constituted 86 percent of the total academic staff in 1985/86 (see table 4). The 1509 non-Nigerian academic staff left in the system in 1985/86 were made up of 310 professors, 538 senior lecturers and 661 others.

TABLE 3

NIGERIAN UNIVERSITIES

ACADEMIC STAFF BY GRADE

	Professors and Readers	Senior Lecturers	Others	TOTAL
1962/63	137(20.2%)	160(23.5%)	383(56.3%)	680(100%)
1965/66	186(15.4%)	177(14.7%)	845(69.9%)	1208
1970/71	281(12.5%)	290(12.9%)	1684(74.6%)	2255
1975/76	512(12.6%)	775/(19.1%)	2768(68.3%)	4055
1980/81	1012(15.2%)	1611(24.2%)	4043(60.6%)	6666
1985/86	1547(14.0%)	2399(21.8%)	7070(64.2%)	11016

TABLE 4

NIGERIAN UNIVERSITIES

ACADEMIC STAFF BY NATIONALITY

	Nigerian	Non-Nigerian	Total	% Nigerian
1965/66	560	648	1,208	46.4
1970/71	1603	652	2,255	71.1
1975/76	3113	942	4,055	76.8
1980/81	5118	1548	6,666	76.8
1985/86	9507	1509	11,016	86.3

Graduate Output

The University system produced a total of about 213,334 graduates in the period between 1963 and 1986 (see table 1). The figure includes sub-degree, undergraduate and postgraduate degree certificates/diplomas awarded during the period. The output by level of study is as down in the table below. Trends in degree output are generally affected by earlier changes in the composition of enrolment. Enrolment is on the increase and so also is the output, with the later doubling every four or five years between 1965 and 1985. The production of the output with postgraduate qualifications is also on the increase, attaining a level of 12 percent in 1985. In other words, one out of every eight students who completed their studies in 1985, received postgraduate qualifications.

NIGERIAN UNIVERSITIES

GRADUATE OUTPUT BY LEVEL OF COURSE

	Sub-Degree	Under-graduate	Post-graduate	TOTAL
1965/66	163	1275	87	1,525
1970/71	406	2523	177	3,106
1975/76	804	5160	477	6,441
1980/81	2816	9662	1402	13,880
1984/85	4017	20236	3297	27,550

Efficiency

For lack of adequate data, it has been very difficult estimating how efficient the university system is. The efficiency rate may only be measured through a cohort analysis. This involves data on number of repeaters in each year of study, number of new entrants, or transfers as well as data on withdrawals and number of part-time students among others. It has not been possible to collect the detailed information required. An attempt is however made at estimating the efficiency rate (or in the alternative failure rate) for each discipline in each university by comparing the number of new entrants with the number of graduates at expiration of the standard time for the course of study. The results, which are at best estimates, are as shown in table 5. As would be expected, the failure rates vary from one discipline to the other even in the same university. Environmental studies recorded the highest failure rate of 78.3%, while the lowest (1.0%) was in arts. Arts.

The Problems of Academic Planning

Management of resources is one of the most important and controversial areas of education. In involves economics, politics and justice. Experience in the developed and highly industrialized countries has shown that academic planning is an absolute pre-requisite for the academic development process of higher education. The discipline of academic planning is a recent speciality that has not yet been established as a field of learning in Nigeria. It involves analysis and appraisal of data, the formulation of proposals for policy; costing; feasibility testing and consideration of alternatives, decision and implementation and finally evaluation and revision. In other words, academic planning like all planning performs three main functions of decision-making, technical preparation of the plans and implementation and control.

In carrying out its functions, various problems which are organizational, conceptual and political have revealed themselves. These problems differ from country to country and from one institution to the other. They are also varied in scope and extent depending on the level at which planning is carried out. These problems tend to be more pronounced at the micro (institutional) level than at the macro (national) level. It is generally known that the most effective planning is done at the micro level where plans will be implemented but several factors affect planning at this level. However, the major problems that are fundamental to academic planning as a functional discipline may be spelt as follows:

(i) Lack of trained personnel
(ii) Paucity of data
(ii) Financing of planned programmes
(iv) Politicisation of Education.

1. Lack of trained personnel

This is an area of serious concern in that academic planning is not yet recognised as a profession for lack of formal training. In other words, any university graduate could be employed as an academic planner because no specific qualification is required unlike other professions such as medicine, law, etc.

But as a profession, academic planning requires specialized knowledge and skills. It requires more than the knowledge of the academic subject matter in that it involves manipulation of a complex array of abstract ideas, information and combination of various cause-effect variables. It, therefore, requires appropriate training and/or sound intellect to be able to conceptualize and forecast the future for effective and useful decision-making.

Apart from the fact that the personnel are not well-trained in the discipline, there is shortage of staff to cope with the ever increasing demand of planning for a very large population of both men and material spread over large areas. Also, the job expectations of academic planners are not specific thus leading to diversion of unrelated assignments. There is a need to recognize and identify the different planning functions and delegating them to planners who are best equipped to perform them. This cannot be over emphasized as some people just see the role of academic planners as data collection, preparation of statistics on students and staff rather than major actors in the planning process. A well-staffed planning unit in each university is necessary for effective planning at the national level.

2. Paucity of data

Another crucial problem facing academic planning is that of paucity of data. This is a constraint to all planners in every sphere of the economy but is mostly felt in the education sector. Not only because of the importance of this sector to the overall developmental efforts, but

because of the involvement of a human factor. In order to create a good academic plan certain human basic data are required not only on existing enrolment, teacher supply and qualifications, number of classrooms but on the most basic of all data such as the number, composition and distribution of the population, death and birth rates and educational attainment, etc. These basic data are not readily available in Nigeria for lack of a national census. Reliable and continuously up-dated data needed to achieve economics are not available or hard to come by. For example, many institutions do not keep records on the failure or efficiency rates of their performance.

Another major concern is how detailed and accurate are these data when available. For instance, accurate information for manpower requirements which may serve as an instrument for planning academic programmes in the universities are not available thus resulting in wasteful imbalance in the manpower production. Manpower forecasts are necessary for academic planning of the universities since it would serve as a guide in the production of the right numbers and combination of manpower needed by the economy. Even when efforts are made by planners to get information direct from institutions or agencies, these data are often found to be inadequate, inaccurate, inconsistent, unavailable or not given at the time required. Various factors such as the unreliable postal services in Nigeria, the tendency to make up data, that is those not reflecting the true situation, are known to militate against ready access to information. There is a need for every planning organization to have a machinery for continous data collection and analysis. This is necessary because of the difficulty to obtain information at the time required.

Planning is incomplete without constant evaluation. For it to be meaningful, there should be accurate and relevant data on the actual and planned achievement. Hence, the importance of data cannot be over-emphasised if optimum development is to be achieved.

However, in addition to poor data base is the use of manual calculations and ruler for data and information processing. Planners cannot do their work well without utilizing improved methods of data processing, storage and retrieval. Inadequate planning facilities such as office spaces, computers, tools are major obstacles to academic planning.

Financing of Planned Programmes

The success of any planned programmes depends largely on availability of funds. Two major problems known to be associated with financing of education are underestimation of anticipated financial resources to carry out the planned programmes. Usually prior costing of new commitments are not done thereby rendering financial planning untenable. Underestimation of the costs of educational programme occurs when the actual expenditure exceeds costs. The Federal Government subventions to the universities have been on the increase in absolute terms over the past few years. The inadequate provision resulting from the shortfall on NUC recommendations makes it difficult for the Commission to enforce its norms on the universities. For instance, government provision for recurrent expenses in 1987 is only about 60.4 percent of what the NUC recommended. Such cuts often leave the universities with little or no funds to equip their laboratories or to purchase goods and services. Usually the overestimation of anticipated financial resources is of common occurrence in the Nigerian situation. When there is shortage of funds, the planners are constrained to either defer the implementation of certain programmes or unconsciously lower the standard of quality by spreading the resources thinly over a greater number of educational services. Planning, therefore, becomes an exercise in futility since the best of plans cannot be effectively pursued without funds. The financial problems can best be summarized in the words of Arthur Lewis that, "A plan without a large budget surplus will get nowhere; whereas a large budget suplus can work wonders even without a plan."

Also the rising cost of education complemented by the growing inflationary trends cost has made the accuracy of the predictive ability of the planner to ensure cost effectiveness difficult.

4. Politicisation of Plans

Frequently changing governments coupled with changing policies and priorities bring about inconsistency in planning. While it is desirable that plans are made based on facts and figures, implementation in order of priorities depends on the government of the day. The quality and longevity of government affect the quality and reliability of academic plans. Very often political considerations take

precedence over technical ones. For example, the creation of seven universities as against four recommended by the NUC in 1975 was based on political considerations. Experience has shown that political instability often leads to termination or postponement of already existing programmes. The case of the National Open University can be explained in this manner. Policies and goals reflect the values, wishes, programmes and ideology of the government in power. In addition to this, is the interference of well-intentioned laymen who frustrate the efforts of academic planners by giving advice and criticism. But when plans do not work as predicted they lay the blame at the footsteps of the planners. Ruth B. Love (1986) said, "Education is one of those fields along with war and football in which everyone believes he or she is an expert." This is actually the plight of an academic planner.

The growth trend in the universities population, the determination of input sources and resources have made academic planning very necessary to ensure cost effective and prudential management of university education.

The existence in the Federal Universities of academic programmes not approved by the National Universities Commission poses a serious problem to academic planning as funds for other purposes get spread to such programmes. There is also the need to control centrally, the growth of student numbers and academic programmes in the state-owned universities.

THE ROLE OF NATIONAL UNIVERSITIES COMMISSION IN THE PHYSICAL DEVELOPMENT OF UNIVERSITIES

1.0. HISTORICAL BACKGROUND:

1.1. THE National Universities Commission was not actively involved in the physical development of Universities until 1976. This might probably be due to two reasons. Firstly, the Commission itself attained a statutory status in 1974. Secondly there are as few as five Universities in existence before this time, two of which were directly under its aegis.

During the establishment of the seven second generation Universities in Sokoto, Ilorin, Maiduguri, Calabar, Port Harcourt, Jos and Kano, it became necessary that the Commission finds a way of coordinating and regulating the Physical development of these Universities. Towards this end, a Consultant Group known as NUCCON was commissioned not only to look into and assist in the physical development of these newly established Universities but also to fashion guidelines for the continued development of the already existing ones.

1.2. NUCCON GROUP:

NUCCON Group started working in November, 1977. The tasks assigned to the group were as follows:-

(i) To coordinate the seven independent Consultant groups engaged in preparing the physical masterplans for the newly established second generation Universities.

(ii) To assist the N.U.C. in the appraisal of the Consultant group's University site reports, interim submissions and final masterplans.

(iii) To develop a basic procedure guide of the master planning stage for use in future Universities.

(iv) To carry out investigations into existing University building types and campus layouts.

(v) To establish norms for space standards in different categories of University Building types.

(vi) To establish basic performance standards similarly for environmental control, building construction and materials.

(vii) To establish performance standards of basic furniture and equipment.

(viii) To establish standards of service engineering in site layouts and within buildings.

(ix) To determine expenditure limits for different building categories, with expenditure guidelines for services engineering.

(x) To develop a standard implementation and procedures guide for use by the N.U.C., the Universities and their executive consultants.

(xi) To assist in the implementation of standards, cost limits, the development of project procedures, and to carry out an operational review.

There is no doubt that NUCCON recorded a measure of success. It successfully carried out the taks of coordinating separate international teams preparing masterplans for seven new Universities at one time. With a team at peak of over hundred technical, administrative and supporting staff, the Group developed standards of space, environment, construction, services, costs and furniture and equipment for all types of University buildings and infrastructure. It also developed procedural guides for masterplanning of Universities and for implementation of individual projects. In fact, by

the time NUCCON wound up its operation in July, 1979, the reports which were published by the N.U.C. as a result of NUCCON activities were as follows:-

(i) **The Procedures Guide: Planning**
This document summarises the procedure to be followed in the masterplanning of Universities. It was derived from the operation of the completed masterplanning exercises of the second generation Universities (Bayero, Calabar, Sokoto, Jos, Ilorin, Port Harcourt, Maiduguri) and intended for use in the planning of new Universities and six oldest Universities with minor amendments in the case of the latter.

(ii) **Implementation Guide:**
The document sets out the procedure to be followed by the Commission, the Universities and their consultants in the management of capital projects. In this context, the document:-
(a) covers the cycle of submissions to be made by each University, to the N.U.C. on the basis of which annual capital allocations would be released by N.U.C.
(b) sets out the relationship of individual project programmes to the annual cycle, the sequence of project performance as the foundation of monitoring and the responsibilities of each party within the system (N.U.C. the University and the consultants). Each sequence is covered by a standard form. Such forms represent stages for project approval, tendering procedure, summary and implementations feed-backs.

(iii) **The Standards Guide:**
The Standard Guide contains the mandatory standards to be adopted by Universities and their consultants in the planning for building and infrastructural facilities.
(a) with regards to buildings, it establishes standards for usable space for various categories of staff and University activities. The academic space standards are related to the full-time equivalent student numbers (F.T.E.)
(b) in respect of other spaces, the standards are based on technical derivation of the functions of such spaces and the intended population of users.
(c) guidelines and standards for environmental design, infrastructural facilities, furnitures and equipment and construction methods.

1.3. P.D.M.C. (NIG.) LIMITED

This historical background will not be complete if mention is not made of the contributions of the P.D.M.C. Nigeria Limited to the physical development of Universities. This international consultancy group was commissioned and commenced work in October, 1976 to coordinate the masterplanning exercises for the six oldest Universities, i.e. Ibadan, Nigeria (Nsukka), Ahmadu Bello (Zaria), Ife, Lagos and Benin. By the time the group's contract terminated in January 1981, masterplaners were already commissioned for each of the Universities. However, all commissions failed in time performance i.e. none of the masterplanners was able to complete the exercise within the contracted period. At the end of the contractual period, the status of the exercise was as follows:-

University of Ibadan	— Not yet completed
University of Nigeria (Nsukka)	— Completed but not yet approved
Ahamdu Bello University (Zaria)	— Completed and approval recommended
University of Ife	— Not yet completed
University of Lagos	— Not yet completed
University of Benin	— Not yet completed

In the case of the University of Benin, the masterplanning was terminated in 1982 and a new commission awarded to another firm later in that year. P.D.M.C. report was submitted in January, 1982. Apart from painting a background to the painful effort of accomplishing meaningful plans for the affected Universities, it left no innovative procedures and processes.

1.4 THE BUILDING DIVISION/PHYSICAL PLANNING DIVISION

The Building Division was established in 1979 to take over the functions of NUCCON GROUP. The Division did not start effective operation until 1981 because of dearth of competent Technical Staff.

The Burden of testing the standards and procedures established by NUCCON therefore depends upon the Building Divi- In June, 1982 the name of the Division was many cracks in the standards and procedures became visible. To date so many of these cracks have widened to dangerous levels especially in the face of economic depression. It is necessary that whilst the Building Division is attempting to repair the cracks, it updates/corrects some areas in the established procedures and standards which have been found vulnerable in the face of practical usage.

In June, 1982 the name of the Division was changed to the Physical Planning Division by a resolution of the Board. Since its establishment in 1979, the Physical Planning Division has grown considerably to a formidable team. To date, the Division is staffed with all compliments of Professionals in the construction industry comprising of Enginners, Architects, Quantity Surveyors and Physical Planners. The Division also maintains supporting staff to take care of its administrative and accounting needs. The establishment of the Physical Planning Division was almost simultaneous with the establishment of the seven Federal Universities of Technology. The Universities and the corresponding years of establishment are as follows:-

Federal University of Technology, Bauchi	
Federal University of Technology, Makurdi	1980
Federal University of Technology, Owerri	
Federal University of Technology Yola	1981
Federal University of Technology, Akure	
Federal University of Technology, Minna	
Federal University of Technology, Abeokuta	1982

The establishment of the seven Federal Universities of Technology brought the total number of Universities under the umbrella of the National Universities Commission to twenty.

2.0. DEVELOPMENT PLANS AND IMPLEMENTATION

2.1 To ensure orderly physical development of all these Universities, the Division insists that each University prepares a comprehensive and effective masterplans. The masterplan spell out the physical facilities provision towards satisfying the academic brief. Moreover, it shows the time sequence and cost consequence of these activities in line with academic activities sequence and the expected level of funding. The Commission monitors the preparation of this plan at critical stages ensuring that it is produced in accordance with N.U.C. procedural guidelines and standards. To date the status of the masterplans preparation for each University is as follows:-

MASTERPLAN STATUS

UNIVERSITY	STATUS
1. Ibadan	
2. Nsukka	Completed
3. Ife	Completed
4. Ahmadu Bello University	Completed
5. Tafawa Balewa, Bauchi	Almost completed
6. Lagos	Completed
7. Abeokuta	Yet to start
8. Benin	Completed
9. Jos	Completed
10. Makurdi	A completed
11. Maiduguri	Review in progress
12. Yola	Yet to start
13. Calabar	Completed
14. Sokoto	Completed
15. Port Harcourt	Completed
16. Kano	Completed
17. Ilorin	Completed
18. Owerri	Completed
19. Akure	In progress
20. Minna	Yet to start
21. Abuja	Yet to start
22. A.T.C. Kano	Yet to start
23. A.T.C. Zaria	Yet to start
24. D.A.C. Zaria	Yet to start
25. Adeyemi, Ondo	In progress

2.2 ACTION PLANS

The National Universities Commission through its Physical Planning Division also ensures that each University prepares an action plan. The action plan can be described as a subset of the masterplan. It shows the intended physical activities as dictated by the academic programmes in a shorter time frame. The convention, as at now, is an action plan within a time frame of five years while the plans can extend even up to twenty years. These plans are reviewed from time to time in line with policy changes as well as the execution of programmes and available resources.

2.3. SITE SELECTION EXERCISE

Prior to the preparation of masterplans and Actionplans, it is incumbent on newly established Universities to select a site out of available alternatives. The exceptions to this rule are Universities that are solidly established on their starter campus to be developed from scratch.

The Commission through its Physical Planning Division is not only involved in providing guidelines for site selection but takes active part in the exercise. In fact, the field work and the report thereon for the selection of the site for Federal University of Technology, Abeokuta (now Federal University of Agriculture) was done by the division.

All the first and second generation are well-established in their permanent sites while all the Universities of Technology and Agriculture are in what can be called temporary or starter campuses. Majority of them have however, identified sites and completed the site selection exercise.

These Universities and the present accommodation with corresponding status of the permanent sites are as tabled below:-

Bauchi	BACAS	Mini Campus Purchased by the University	
Makurdi	Benue G.T.T.C.	Temporary, Owned by GTTC	Development in progress
Owerri	Fed. Govt. Girls Secondary School	Temporary Owned by Fed.	Development in progress
Yola	Federal Polytechnic, Yola	Govt. Girls College Mini Campus	—
Akure	Federal Polytechnic, Akure	Mini Campus	Yet to be developed
Minna	Minna Teachers' College	Mini Campus	Yet to be developed
Abeokuta	Abeokuta Grammer School	Temporary Owned by Ogun State	Yet to be developed

2.4. NATIONAL ECONOMIC PLANS PERIOD:

In cooperation with the Universities and guided by the masterplans and action plans of Universities, the Commission prepares a development plan for the Universities in line with the National Economic Development Plan. This is submitted to Government for deliberation and approval. This development which, as it is the practice now, covers a period of five years, must show the physical activities expected of each University on a yearly basis. This checklist of activities is used annually to budget for Universities' development towards attracting funds from Government.

2.5. 4TH NATIONAL DEVELOPMENT PLAN (1960-1985)

2.5.1 The action plans for all the existings Universities were prepared in early eighties and they form the basis for NUC submission to the Government for the Fourth National Development Plan (1980-1985). The total, projected estimate of Universities Development costs for the 4th National Economic Plan Period was 2.5 billion Naira. The Government promised a total sum of ₦1,250,000,000 but eventually released ₦790,005, ₦715. This shows a shortfall of ₦559,995,285.

Tables (i), (ii) and (iii) show the capital estimates for the 4th Development Plan Period, the Releases and the Expenditure during this period respectively.

2.5.1 **Projects Execution:**

The effect of this shortfall on funding was far-reaching. The Universities were not able to carry out their programmes as spelt out in the Action Plans. Grandiose and ambitious programmes were planned. The dearth of funds not only prevented these activities from materialising but resulted in a myriad of abandoned projects. In fact by 1987, the Universities had incurred debts to the tune of ₦42,990,253 and committed to uncompleted projects a total of ₦884,111,621. The sum total of all these was that the physical facilities available were not enough for academic programmes in existence. The worst hit were the Universities of Technology. Four of these were discontinued in 1984 and merged with older Universities. In the process, the programmes which were just being established were in some cases virtually dismantled and capital projects were either discontinued or suspended. Land acquisitions for these institutions were not continued with, masterplanning exercises were suspended and operations were continued on temporary sites rather than on permanent sites. It is this time of shortage of funds that the job of coordinating and monitoring of the physical activities becomes more strenous. The Commission through its Physical Planning Division has to be up and doing in the attraction of funds from Government and the allocation of same to Universities. The coordination and monitoring of physical activities have to be stepped up to ensure that areas of waste and duplications are removed.

The monitoring of projects execution by the National Universities Commission can be categorized into three. They are:-

(i) **The 5-Yearly Cycle:**
In this cycle, consideration is taken of all facility requirement in the next 5 years as indicated in the action plan. This facility requirement is then prioritized in line with level of expected funding as promised by the Government in the National Economic Development Plan for that period.

(ii) **Annual Cycle:**
In accordance with the priorities in the 5 yearly cycle and the allocation for that year from Government, projects to be executed in that year will be determined and prioritized.

(iii) **Quarterly Cycle:**

This constitutes the actual monitoring of project execution. The releases from Government and the project execution performance determine the releases from National Universities Commission to Universities. The monitoring is done on quarterly basis and releases made on same basis. The projects executed must be amongst the ones in the yearly cycle and must be in accordance with the priorities in that cycle.

This kind of monitoring exercise ensures that areas of waste and duplications are removed. Futhermore, it reduces incidents of abandoned projects in the Universities. In the planning and execution of projects, grandiose and ambitious, projects are discouraged and more attention is not being paid to functional and simple projects with emphasis on phasing. This phasing strategy allows the Universities to finish a part of a project and put it to use with available resources. The other phases come up as money becomes available. Furthermore, it was made mandatory that no University embarks on new projects until all the on-going/abandoned projects are completed. A lot of phasing and scaling down is now being employed in a brave effort to finish the on-going/abandoned projects. The Commission also ensures that funds are judiciously expended and projects executed at reasonable cost.

UNIVERSITY	EXPENDITURE							
	1981	1982	1983	1984	1985	TOTAL	1986	TOTAL
Ibadan	28,334,027	6,274,714	3,025,425	887,336	796,937	39,318,439	1,055,079	40,373,518
Nsukka	9,862,594	16,035,956	30,553,653	18,523,303	11,878,100	86,853,609	93,000	86,946,609
Ife	6,620,483	11,834,141	8,704,028	2,305,372	541,033	30,005,057	1,202,273	31,207,330
ABU, Zaria	10,713,882	7,409,497	11,085,594	5,927,571	4,577,572	40,434,117	2,735,440	43,169,557
ABU, Bauchi	1,850,000	13,527,000	3,854,000	6,822,000	1,952,000	28,005,000	1,548,741	29,553,741
Lagos	7,206,398	10,751,217	14,447,591	16,655,228	11,103,501	60,163,935	1,948,877	62,112,812
Lagos, Abeokuta	—	—	4,463,000	4,463,000	73,000	8,869,000	—	8,869,000
Benin	11,300,000	9,854,000	2,280,000	5,979,000	5,850,000	41,263,000	5,640,702	46,903,702
Jos	19,261,640	18,507,488	9,949,244	10,195,878	5,118,200	63,032,450	4,316,525	67,348,975
Jos, Makurdi	625,282	2,581,520	11,880,320	4,566,130	4,841,756	24,494,998	5,641,157	30,136,155
Maiduguri	12,903,000	15,155,000	13,267,000	6,600,000	4,935,000	52,860,040	339,955	53,199,995
Miad., Yola	—	—	—		—	—	1,860,300	1,860,300
Calabar	14,851,217	25,884,319	11,732,345	4,215,649	2,862,372	59,544,902	1,075,320	60,620,222
Sokoto	22,739,026	21,302,520	11,557,816	2,380,674	2,612,500	60,593,536	995,000	61,588,536
Port Harcourt	13,929,353	15,835,905	16,351,000	3,192,000	1,038,000	49,143,000	1,335,000	50,478,000
Kano	15,218,434	24,691,205	15,329,685	6,524,534	3,315,676	65,679,534	2,196,841	67,276,375
Ilorin	18,050,000	18,520,000	10,930,000	5,610,000	2,560,000	55,680,000	1,374,000	57,054,000
Owerri	2,948,000	9,052,000	8,998,000	4,024,000	2,654,000	27,676,000	4,009,000	31,685,000
Akure	—	2,229,252	5,800,119	2,220,525	2,220,525	13,194,155	952,825	14,146,980
Minna	—	—	6,303,200	5,221,300	4,216,000	15,740,500	4,469,600	20,210,100
ATC, Kano	870,334	108,516	356,902	661,579	588,894	2,586,224	93,338	—
ATC, Zaria	—	—	—	—	—	—	100,493	100,493
Adeyemi Col.	—	286,608	73,392	1,556,617	1,459,507	3,375,124	1,967,701	5,342,825
	197,283,670	229,840,858	201,661,314	118,530,696	75,194,573	827,912,620	44,951,167	872,863,787

3.0. MAINTENANCE CULTURE

The emergence of maintenace culture not only in the Universities but in all facets of the National Psyche, because of the dearth of funds, lend credence to the aphorism that everything that happens to a man happens to him for his own good. It suddenly occured to the generality at large that the days of 'use and discard syndrome' are over as there are no more funds for wasteful luxuries. Efforts are now made to maintain and rehabilitate existing facilities. Ever before this National awareness, the National Universities Commission, knowing the benefit of maintenance makes yearly allocation to the Works Department of each University for the express purpose of maintaining existing facilities. The Commission did not stop here. In 1982, it carried out a rehabilitation inventory exercise in response to paragraph 17 of the Government white paper on the Presidential Commission on salary and conditions of service of University staff. The estimate needed to rehabilitate all the facilities in all the University came to ₦462.00 million. Judging from the inflation trends since then, the amount needed today will be about four times as much as estimated in 1982.

In 1985, however, the Government released to the Universities, a sum of ₦85.00 million for the rehabilitation of facilities and about 90% of it has already been expended. The Commission is desirous of convincing the Government to make it a yearly rolling grant. It is our fervent prayer that it succeeds since it would ameliorate the problem of facility deficiency to no mean extent.

4.0 FUTURE DEVELOPMENT

4.1. The National Universities Commission must as of necessity cast a retrospective glance at its role in the development of Universities, note areas of success and identify further physical facility needs of the Universities to be able to define its future role. In this regard, the Commission has carried out a space inventory exercise to establish the quantum of spaces in the Universities and identify shortfalls in accordance with NUC standards. This space inventory coupled with expected level of funding and, of course, Government policy statements have helped the Commission to see its future role clearly and hence propound a philosophy for development of University in the next forseeable years (probably five years).

The philosophy for development in the next forseeable years should be consolidation, rehabilitation and stabilisation.

This will be achieved as follows:-

(i) The first generation Universities will complete all on-going and abandoned projects so as to make up for the shortage in direct teaching and research facilities. They will also rehabilitate their old facilities. Where essential, a minimum of new projects are allowed to accommodate those academic programmes which have not been housed.

(ii) The second generation Universities will also complete all on-going projects. New projects are allowed here for those academic and research programmes not yet catered for in these Universities with little or no problem with uncompleted capital projects.

(iii) Universities of Technololgy will be provided with facilities to serve the student population over four academic schools with the required research and teaching support facilities. The highest rate of academic and physical development are being allowed here so as to bring the cost per student/year down.

(iv) Campuses which are merged in 1984 have now been demerged Those of them that are now Universities of Technology will be provided with facilities to accommodate four academic schools each, with research, teaching sup-

port and community service facilities. The objective is also to reduce the cost per student/year in these institutions by re-establishing the Universities as quickly as possible. Those that are now Universities of Agriculture will be provied with necessary facilities to allow the production of useful Agriculture graduates.

(v) The recently established University of Abuja must be allowed to develop suitable facilities because there would be no facilities to borrow for temporary purposes.

(vi) In all Universities, special grant funds must be set aside annually for maintenance.

5.0 CONCLUSION

The foregoing has given an insight into the past and present role of the National Universities Commission in the physical development of Universities. It went further to propound a philosophy of consolidation, rehabilitation and stabilisation for the future. The Commission is not unaware of the difficulties in the realisation of this philosophy especially that the prevailing economic situation does not give much hope on the funding front.

Whatever be the case, the Commission will continue striving to enhance the physical development of our Universities knowing fully well that it is one of the pillars on which Teaching and Research rest and by extension the future of our children and the nation at large.

RESEARCH AND POSTGRADUATE

DEVELOPMENT DIVISION

1. There are basically four principal functions of research in higher education. These are:
   (i) To contribute to the vitality of the nation's research capacity;
   (ii) To train the next generation of researchers and provide an improved teaching for undergraduates;
   (iii) To contribute to the solution of social and economic problems;
   (iv) To contribute to fundamental knowledge, and through this to the attainment of cultural objectives.
2. The National Universities Commission is charged, among many other functions, with the responsibility of "advising the Federal Government on the financial needs, both recurrent and capital, of university education in Nigeria, and to study the financial needs of university research and to ensure that adequate provision is made for this in the universities."
3. Since the universities receive block grants from government (through National Universities Commission) it appears that over the years, most universities have allowed their research activities to develop at departmental level without very much intervention from the centre, and their committee structures, practices and procedures have reflected this. In spite of the fact that the ultimate responsibility for the funding of research lies with the National Universities Commission, there appears to have been no serious attempt to take an overall view of policy and therefore of funding for research. The attitude most commonly identified in relation to financing of research tend to be based on a belief that research activity is not, and should not be subject to institutional planning and control in the same way as, for example, undergraduate teaching; that it should develop naturally out of the strengths and initiatives of departments; and that excellence is more likely to be born or evolve out of a certain degree of anarchy.

   However, while such an attitude has been workable in the past, with university funds sufficient to provide the necessary back-up, the declining resources now available should be of importance to all of us, including academics and administrators who now increasingly find ourselves embarrassed by the heavy demands in terms of accommodation, equipment, technical and secretarial support needed to sustain research activities in addition to undergraduate teaching. It is natural that once finance becomes constrained, attitudes to internal distribution of income by an organization becomes hardened and conflicting interests begin to make claims. Against this background, whatever the view in an institution as to the conditions most conducive to the promotion of excellence in research, to the presence or absence of control, the present harsh economic realities now dictate an explicit recognition of an implicit process of resource allocation which the more favourable economic conditions of the 60s and 70s served to obscure.

   Until 1987, the block grants given to the universities by the National Universities Commission were meant to cover (i) Recurrent running costs (ii) Teaching and Research Equipment purchases and (iii) Capital costs.

   Research and postgraduate development was an activity subsumed under recurrent expenditure. Over the years, however, it has been observed that:

   (i) Not enough funds were devoted to research and postgraduate development by our universities.
   (ii) Departmental research activities were duplicated, and it is now believed that central disbursement and monitoring from the NUC would lead to enhanced utilization of research funds.
   (iii) Unco-ordinated research efforts cannot lead Nigeria to the desired level of self reliance, especially in our technological quest.

(iv) **Though desirable, Nigerian universities** are spending too much of their funds on undergraduate to the neglect of research and postgraduate development. No nation becomes great just by producing thousands of undergraduates every year. Research in all fields of human endeavour is necessary for societal upliftment.

4. In the light of the deficiencies enumerated above, the research and postgraduate development division was created in 1987 because of the need for:
   (i) Co-ordination of research projects and programmes in the universities.
   (ii) Attraction of research funds from outside Nigeria and to co-ordinate relevant research projects/programmes with similar ones outside Nigerian universities especially within Africa.
   (iii) Creation of a proper liaison between the research work in the universities and other research centres and organisations, especially the research institutes.
   (iv) Co-ordination and streamlining of postgraduate development programmes in the universities with a view of eventual evolution of "centres of excellence" for various disciplines.
   (v) Better and meaningful utilization of the large number of professors and other senior academics in Nigerian universities for research and postgraduate development.
   (vi) Encouraging organisations and individuals to come to the aid of universities financially in research and postgraduate development; and
   (vii) Maximising the effective utilization of resources allocated to universities through the commission, for research and postgraduate development.
5. Nigerian academics and institutions have benefited from foreign donor agencies who have continued to support research in our universities. These agencies that offer Fellowships/Technical Assistance to Nigerian academics and institutions include:
   1. The E.E.C. (European Economic Community)
   2. The E.C.A. (Economic Commission for Africa)
   3. The British Council
   4. The U.N.D.P. (United Nations Development Programme)
   5. The Ford Foundation
   6. UNESCO (United Nations Educational, Scientific and Cultural Organisation)
   7. J.I.C.A. (Japanese International Co-operation Agency)
   8. F.A.O. (Food and Agricultural Organization)
   9. D.A.A.D. (West German Fellowship)
   10. A.D.P. (African Development Foundation)
   11. W.H.O. (World Health Organisation)
   12. I.A.E.A. (International Atomic Energy Agency)
   13. U.N.O. (United Nations Organisation)
   14. U.S.I.S. (United States Information Service)
   15. U.S.A.I.D. (United States Agency for International Development)
   16. C.I.D.A. (Canadian International Development Agency)

   Nigerian institutions have also received fellowships/technical assistance from the under-listed countries either by way of technical co-operation arrangements with them or through their aid policy to third world countries. They are:
   1. The Netherlands
   2. Italy
   3. Canada
   4. Sweden
   5. Poland
   6. Bulgaria
   7. U.S.A.
   8. India
   9. Korea
   10. Japan
   11. United Kingdom
   12. Denmark
   13. Norway
   14. Australia
   15. China
   16. France
6. **Procedures for Offering Assistance**

   There are three major areas of interest here:
   (a) Training Awards
   (b) Collaborative Projects
   (c) Short Term Visits to Britain and Vice-Versa

(a) Training Awards

(i) The donor agency informs the commission of the existence of funds for training and staff development at a given year and NUC will then call for nominations from the universities;

(ii) After the nominations have been forwarded to the commission, initial screening is done to ascertain (a) Qualification (b) Period of Training (c)

Level of Training and (d) the extent of individual universities' commitments. This is to ensure that guidelines set by the donors are met. It is after the screening that the papers will be forwarded to the appropriate quarters for further actions. Usually, the Federal Ministry of National Planning is involved at all stages even though awards are usually announced through the NUC.

(b) Collaborative Projects

These are usually linkages in vital areas of need. These could be initiated by universities in Nigeria or abroad. Proposals are usually jointly drawn up and forwarded to the commission for scrutiny. After this and if the commission is pleased with the proposal, it is then sent to the Federal Ministry of National Planning for approval. NUC has not really gone out to identify projects for the universities under this scheme. However, NUC had in the past organised workshops on relevant topics to university management. The NUC also handles nationally coordinated projects, proposals of which are usually submitted by the universities. in situations whereby two or more universities submit proposals for funding under the scheme on identical projects, NUC will ask them to produce a common project proposal for onward transmission to the funding agency. We are also involved in individual university projects. More often than not, these are the commonest. Projects are identified by the individual universities who, draw up proposals and request our support. NUC has always moderated on these proposals before forwarding them to the donor agencies through the Federal Ministry of National Planning.

(c) Short term Visitorship Programme:

This is an arrangement between universities in Nigeria and abroad to exchange teachers and technicians for short periods of between 3-6 months to carry out specific projects. NUC has always supported this programme.

7. Existing Local Support For Research

There are numerous organisations and individuals that support research activities and/or endow chairs in our universities at the moment. These include:

1. Sir Mobolaji Bank-Anthony;
2. Dr. Taslim Elias;
3. Chief Gani Fawehinmi
4. Chief T.O.S. Benson;
5. Chief Adeola Odutola;
6. Mr. Kehinde Sofola;
7. International Bank for West Africa;
8. International Merchant Bank;
9. United Bank for Africa;
10. First Bank of Nigeria.

Many more individuals and organisations are in vantage positions from which they can help fund research and/or endow chairs in our universities. These include:

Chemical and Allied Manufacturing Companies;
Bank and other Financial Houses;
Commercial Houses
Other Manufacturing Companies
Individuals
Oil Companies
Agricultural Companies etc.

8. The present situation

In line with our desire to promote research with the creation of the division of research and postgraduate development, a separate budgetary subhead was created in 1987 and is known as "Research Funds." A total of ₦14,776,542.00 (i.e. 5% of total recurrent grant for 1987) was approved for the subhead by the National Universities Commission. The commission, however, decided to withhold ₦2m which was kept centrally in order to:

(i) provide the Nigerian contribution to so many of the externally funded research proposals and research linkages which require such local contribution.
(ii) fund some of the nationally coordinated proposals involving several universities and for which there is little or no other sources of funding, and
(iii) fund occasional special research, from the universities.

The balance of ₦12,776,542.00 was allocated to the universities in the following amounts:

1.University of Ibadan	₦1,379,000
2.University of Lagos	1,264,000
3.University of Lagos: Abeokuta Campus	184,000
4.University of Nigeria, Nsukka	1,276,000
5.Ahmadu Bello University, Zaria	1,447,000
6.ABU: Bauchi Campus	187,000
7.Obafemi Awolowo University, Ife	1,245,000
8.University of Benin	900,000
9.University of Jos	655,000
10.University of Jos: Makurdi Campus	193,000
11.University of Calabar	587,000
12.Bayero University, Kano	526,000

13.University of Maiduguri	637,000
14.UNIMAID: Yola Campus	113,000
15.University of Sokoto	391,000
16.University of Ilorin	599,000
17.University of Port-Harcourt	473,000
18.Fed. University of Tech., Owerri	206,000
19.Fed. University of Tech., Akure	131,000
20.Fed. University of Tech., Minna	120,000
21.Adeyemi College of Education	83,000
22.A.T.C., Zaria and Kano	176,000
23.D.A.C., Zaria	80,000
	₦12,776,000

PLANS FOR THE FUTURE

Research in Nigeria in the 1990s is expected to assume an enhanced priority. This is due to the fact that research is the catalyst to the technological advancement of any nation and Nigeria is now in search of the technological breakthrough that will lay to rest her nagging economic problems.

Research according to Professor Nwokolo in his recent Merit Award Lecture is an "engine of progress", and when such research is adaptative, it becomes the essence of the research and development culture that is highly valued by the modern world.

Nigeria is increasingly appreciating the technological benefits that can accrue from stepping up interest and concern over the quality of her research activities and output. In fact the nation has been compelled by reverses in her revenue yields in recent years to look inwards for the sourcing of her raw materials and machinery to achieve self-sufficiency in production. Institutions of higher learning and research organisations are being looked upon to contribute effectively to the current quest for self-reliance.

Unfortunately, the present modus operandi of research activities in our universities may never fulfil national aspirations.

Professor Nwokolo seems to share this view when he points out that "research in most universities in Nigeria advanced without a well-defined national direction and co-ordination of policies and priorities" and suggests that the elite of the scientific community need to be involved in co-ordinated effort towards a technological revolution.

National Universities Commission Research and Postgraduate Development Division, intends to look into the existing practice whereby research activities are the exclusive preserve of the departments/institutions that conceive and execute them with a view to replacing such practice with a more centrally co-ordinated research culture that would be impactful in our nation building exercise. The commission is also aware of the challenges for the universities which seem to be the identification of problems and opportunities and the establishment of workable strategies, policies and priorities associated with growth. She intends to give the univesities the required co-operation so that the 1990s will witness the evolution of well-defined research priorities in line with national goals and aspirations. The need to establish how institutions are performing and what must be done to ensure better performance and effectiveness shall be the centre of attraction.

The research and postgraduate development division of the National Universities Commission hopes (in the 1990s) to continue searching for the greater effectiveness of our university system.

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